

State bulletin

Vol. XVI, No. 217
June 29, 1967

GENERAL TRAINING—A SUPPORT FOR FOR-	
WARD POLICY. Address by the President . . .	125
GOVERNMENT OF THE PHILIPPINE REPUBLIC	
Address by the President . . .	129
MILITARY CONTROL OF ZONE IN VENEZUELA	
Address by the President . . .	137





The Department of State bulletin

VOL. XVI, No. 417 • PUBLICATION 2864

June 29, 1947

The Department of State BULLETIN, a weekly publication compiled and edited in the Division of Publications, Office of Public Affairs, provides the public and interested agencies of the Government with information on developments in the field of foreign relations and on the work of the Department of State and the Foreign Service. The BULLETIN includes press releases on foreign policy issued by the White House and the Department, and statements and addresses made by the President and by the Secretary of State and other officers of the Department, as well as special articles on various phases of international affairs and the functions of the Department. Information is included concerning treaties and international agreements to which the United States is or may become a party and treaties of general international interest.

Publications of the Department, cumulative lists of which are published at the end of each quarter, as well as legislative material in the field of international relations, are listed currently.

For sale by the Superintendent of Documents
U.S. Government Printing Office
Washington 25, D.C.

SUBSCRIPTION:
52 issues, \$5; single copy, 15 cents

Published with the approval of the
Director of the Bureau of the Budget

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MILITARY CONTROL OF ZONE A IN VENEZIA GIULIA

by Mary E. Bradshaw

. . . unique in several ways—only “stakeholder” military government in the world—and probably the only one in history—carrying on the functions of government without any idea as to who the future sovereign might be, and without the program afforded by the example of parallel indigenous government which has solved so many problems in other places.

—AMG Supplement, Blue Devil,
July 19, 1946.

The Dispute Over Venezia Giulia

When the Nazis surrendered in northern Italy on May 2, 1945, the Allied Forces, in accordance with established policy and procedure, set up control over the newly liberated territory. By that time the Allied Military Government¹ had been merged with the Allied Control Commission (after October 25, 1944, the Allied Commission), a military unit “operating under the direct supervision of Allied Force Headquarters and following the directives of the Combined Chiefs of Staff.”²

Development of Control Machinery in Italy

Plans for control of Italy had been formulated well in advance of the Sicilian invasion. Then and thereafter in the initial stages of each subsequent military operation, military government functioned under the basic principles of an earlier directive “drawn up in concert by the American and British Governments and Allied military staffs.”³ The first objective of military government was “the security of the occupying forces and their lines of communications.” Beyond that it was “to relieve combat troops of the burden of civil administration,” to “assist in making available to the occupying forces the economic resources of the occupied territory and to govern in such a way as to promote political and military objectives of the Allied Forces in connection with future opera-

tions.” The same directive set up the principle of joint British and American responsibility.⁴

The Italian armed forces surrendered on September 3, 1943. Thereafter the Italian Government agreed “to take such administrative or other action as the Commander in Chief may require” while the Allied Commander in Chief in particular was given authority to “establish Allied Military Government over such parts of Italian territory as he may deem necessary in the military interests of the Allied Nations.”⁵ The so-called “long terms” of surrender⁶ specified the appoint-

¹ The term AMGOT (Allied Military Government of Occupied Territory) was employed until Oct. 18, 1943; then AMG (Allied Military Government) was officially adopted.

² *A Review of Allied Military Government and of the Allied Commission in Italy, July 10, 1943 to May 2, 1945*, (published by the Public Relations Branch, Allied Commission, APO 394, U.S. Army), p. 5.

³ *Ibid.*, p. 8.

⁴ AMGOT operational order issued May 1, 1943, by General Eisenhower, as quoted, *ibid.*, pp. 8-9. Both parties were to share equally “political, legal and financial responsibility for planning and conduct of Military Government, as well as participation by personnel on as near equal basis as possible.”

⁵ Condition 10 accepted by Marshal Badoglio at the time of surrender. For conditions presented then, see *United States and Italy 1936-1946, Documentary Record* (Department of State publication 2669), pp. 51-52.

⁶ An “Instrument” consisting of 44 articles, signed Sept. 29, 1943. For text see *ibid.*, pp. 55-64.

ment of a control commission to regulate and execute the instrument of surrender under the orders and general directions of the Allied Commander in Chief.⁷

In January 1944 the Allied Control Commission and Allied Military Government were amalgamated, with identical general staffs and headquarters. The "single instrument" created by this merger was both more flexible and effective in its functions. By May 1945 the Allied Commission had completed the major portion of its work. It had organized military government operations with the Fifth and Eighth Armies in direct support of combat troops, rendered whatever immediate aid was practicable to the civilian population in the rear of the armies, and assisted in the process of preparing the governmental administration and economy for restoration to the Italians.⁸

Projected Role of Allied Military Government in Northern Italy

Anticipating the task ahead, the Allied Commission had emphasized the role of AMG in northern Italy. When the time came, it was to work wholeheartedly with the Committees of Liberation of the North, "using them in an advisory capacity only and insisting that CLN turn over to AMG any power and authority previously assigned to them."⁹

Behind the scenes various Allied authorities had been considering the problem of the "much disputed northeastern frontiers of Italy." Officials of Allied Force Headquarters (AFHQ) concluded that under article 37 the Allied Commission had sole authority within the territory of Italy for administering and executing the Instrument of Surrender, under orders of the Supreme Allied Commander, Mediterranean Theater of Operations (SACMED), and that future portions of Italy liberated by Allied Forces would become

subject to the Instrument of Surrender and therefore subject to control through the Allied Commander.

Yugoslav Territorial Claims Against Italy

At the Crimea Conference (February 1945), the question of the Italo-Yugoslav frontier and the administration of Italian provinces along that frontier came up for discussion. According to statements released by the Department of State, the British Delegation circulated notes on both the Italo-Yugoslav and Italo-Austrian frontiers. The American and Soviet Delegations agreed to consider them and to give their views later.¹⁰ The views of various Yugoslav political elements were well known prior to this meeting of the Big Three. On more than one occasion the Yugoslav Government-in-Exile had expressed its desire to acquire the Italian territories inhabited by Slovene and Croat groups. In general, the frontier which the Government-in-Exile claimed differed little from the more extreme Yugoslav line of 1919. This line coincided in its northern and southern sections with Italy's eastern frontier of 1914, while in its central portion it ran somewhat to the west of the old boundary between Italy and Austria-Hungary. Marshal Tito forecast the liberation of Yugoslavs in Istria and the Slovene Littoral. The Free Yugoslav Radio, operating in occupied Yugoslavia, laid claim to Venezia Giulia in the name of the National Liberation Movement in Slovenia.

Venezia Giulia, according to the Yugoslavs, included the former provinces of Istria, Gorizia, Trieste, and part of Carniola. As employed by the Allied Powers the term Venezia Giulia denotes the 1939 Italian provinces of Gorizia, Trieste, Fiume (Carnaro) and Pola (Istria). The Yugoslav equivalent for Venezia Giulia is Julijska Krajina and the English term as employed by the Yugoslav Government is Julian March. The German term used by the Austrians prior to 1914 was Küstenland and referred to an administrative district composing Trieste, Gorizia, Gradisca, and Istria. The two terms—Venezia Giulia and Küstenland—are not quite identical.

United States Position on the Disputed Area of Venezia Giulia

The position of the United States with respect to territorial disputes was well known. In May

⁷ Art. 37. General Eisenhower announced the establishment of the Allied Control Commission on Nov. 10, 1943. Later it became the Allied Commission, which was abolished Jan. 31, 1947. For functions, see BULLETIN of Aug. 6, 1944, pp. 137-38.

⁸ *A Review of Allied Military Government* . . . , p. 5.

⁹ *Ibid.*, pp. 123-124.

¹⁰ "Protocol of the Proceedings of the Crimea Conference" (Department of State press release 239, Mar. 24, 1947, p. 6).

1945 Acting Secretary Joseph C. Grew declared that "territorial changes should be made after thorough study and after consultation and deliberation between the various governments concerned."¹¹ In line with that policy it was decided that "the best way to avoid hasty and precarious territorial solutions in the Anglo-American theater of operations would be to establish and maintain Allied Military Government in the disputed areas"¹² pending settlement by orderly process.

Acting Secretary Grew went on to explain that:

"Apart from the fact that this is an Anglo-American theater of operations and Anglo-American troops forced the surrender of the German garrison at Trieste, the disputed areas are temporarily of prime importance from a military point of view. Since the Allied occupation forces require a zone of administration to include adequate port facilities and lines of communication and supply leading to Central Europe, it was deemed particularly essential to establish Allied military control in this part of Italy.

"Aware of Yugoslav interest in the Venezia Giulia area, proposals along the above lines were presented to, and accepted by, Marshal Tito last February. Notwithstanding this agreement, claims have now been advanced that by virtue of conquest Yugoslav forces are entitled forthwith to occupy and control the administration of this region. These claims are put forward regardless of the operations of Field Marshal Alexander's forces in bringing about the defeat of the Germans in that area. According to radio reports, Yugoslav elements are already setting up a 'National Federal Government of Slovenia' in Trieste.

"Aside from the extent of the facilities required by the Allied military forces in this area, this Government reiterates its view that a disinterested military government is essential in Venezia Giulia in order not to prejudice, through sudden unilateral action taken in the flush of victory, a final solution corresponding to the problems and the principles involved."¹³

Struggle for Jurisdiction Over Venezia Giulia

Notwithstanding these "agreements" and arrangements, the jurisdiction over and administration of Venezia Giulia became a problem of con-

siderable magnitude once the Yugoslav and Eighth Army troops made contact.¹⁴ The Allies had acted on the assumption that jurisdiction over the disputed areas was settled by the Alexander-Tito conversations and that joint occupation would take place as planned.

The original line of demarcation between the Yugoslav troops and the Anglo-American forces ran north from Fiume to the Austrian border. Under this arrangement Yugoslav forces were to control the port of Fiume and Anglo-American forces the port of Trieste. All territory west of the line, including Trieste, was to be subject to Allied Military Government.

Yugoslav forces were west of the line by the time of the German surrender, May 2, 1945. Marshal Tito was asked to withdraw Yugoslav regular forces from the disputed area in order to facilitate the work of the military agreement.

Marshal Tito informed Lt. Gen. W. D. Morgan, SACMED's Chief of Staff, who was sent to Belgrade to discuss implementation of the agreement, that the problem was a political one and no understanding could be reached on the basis suggested by SACMED. In Tito's opinion, Yugoslavia had a right as one of the Allies to occupy those territories which it had conquered. He therefore did not intend to withdraw his forces from the area east of the Isonzo River. Furthermore, he insisted that his civil administration should remain in control of the occupied regions and that Trieste must be left under Yugoslav control. He offered Field Marshal Harold R. L. G. Alexander port facilities in Trieste and access to railroad and highway lines of communications leading out of the city.

Realizing that further military conversations would avail nothing, SACMED referred the matter to Washington and London. The United States Government then called upon the Yugoslav Government to agree to control by SACMED and to issue appropriate instructions to the Yugoslav forces in the region in question to cooperate

¹¹ BULLETIN of May 13, 1945, p. 902.

¹² *Idem.*

¹³ *Idem.*

¹⁴ On May 1, 1945, Eighth Army troops advancing on Trieste made contact with Yugoslav partisans at Monfalcone. On May 2, 1945, Lt. Gen. Bernard C. Freyberg entered Trieste with New Zealand troops of the Eighth Army.

with Allied commanders in the establishment of military government.

After discussion on high political levels the Yugoslav Government accepted a military agreement,

"... in order to preserve the friendship among the Allied Armies which was achieved during the fierce fighting, and also in order to guarantee and strengthen the peace in Europe by promoting and strengthening relations with its Allies."¹⁵

The line of demarcation finally accepted, known as the Morgan Line, ran north from the eastern limits of Trieste to the Austrian frontier. The Allies were given access to railroads and highways from Trieste to Austria "via Gorizia, Caporetto, and Tarvisio". The agreement also provided that "Pola and anchorages on the west coast of Istria" were to be "under the Command and control of the Supreme Allied Commander". West of the line Allied Military Government was to be established as originally planned. The territory east of the line was left in Yugoslav hands. In neither zone was the military occupation and administration to prejudice or affect the ultimate disposal of the area.¹⁶

Points two and three of the seven-point provisional administration agreement (sometimes called the Belgrade agreement) deserve special attention because they include conditions which the Yugoslav Government considered indispensable. Yugoslav forces in the area west of the line marked the Morgan Line were limited to "a detachment of regular troops not exceeding 2,000 of all ranks". These troops were to be "maintained by the Supreme Allied Commander's administrative services" and were to be confined to "a district selected by the Supreme Allied Com-

¹⁵ The Yugoslav Foreign Minister to the American Ambassador, June 11, 1945, BULLETIN of June 17, 1945, p. 1096.

¹⁶ For text and map, see *Provisional Administration of Venezia Giulia, Agreement Between The United States of America, United Kingdom of Great Britain and Northern Ireland and Yugoslavia*, Belgrade, June 9, 1945 (Department of State publication 2562, Executive Agreement Series 501, 1946).

¹⁷ Paragraph 3, which further stated that AMG would be "empowered to use whatever civil authorities they deem best in any particular place and to change administrative personnel at their discretion." *Ibid.*, p. 1.

¹⁸ As provided in the Belgrade agreement, point 4.

mander". Use was to be made of "any Yugoslav civil administration which is already set up and which in the view of the Supreme Allied Commander is working satisfactorily".¹⁷

In subsequent negotiations at Duino (June 1945) between the Allied and Yugoslav military delegations, the recognition of existing civil authorities, which had been previously agreed upon, developed into a point of disagreement. The Yugoslav military delegation specifically requested that the Italian Government, as well as organs subordinated to it, should have no influence on the civil administration of Venezia Giulia. That delegation proposed that the new organs of already existing civil administration be accepted by AMG. In reply the Allied military delegation called attention to the fact that the Italian Government was definitely denied any power in the administration of Venezia Giulia under the first proclamation issued by the Supreme Allied Commander. This proclamation provided that "all powers of government and jurisdiction . . . and final administrative responsibility" were lodged in the Military Commander and Military Governor of those parts of Venezia Giulia occupied by Allied troops. For lack of concurrence, point 3 of the Belgrade agreement was dropped from the Duino agreement which dealt with the demarcation line and other technical and economic questions.

The Duino agreement, like that previously signed at Belgrade, in no way prejudiced the ultimate disposal of any part of Venezia Giulia. Knowing full well that the line of demarcation between the two zones of occupation cut across existing areas of civil administration and economic activity, the negotiating parties decided to continue certain existing arrangements. It was agreed to utilize all industrial facilities in the area to the fullest extent to meet the needs of Yugoslavs and other claimants. To that end, it was specified that no plant or industrial facility should be moved out of Venezia Giulia.

Allied Military Government in Zone A of Venezia Giulia

Establishment of Allied Military Government

Allied forces occupied Venezia Giulia west of the Morgan Line on June 12, 1945.¹⁸ By proclamation no. 1, Allied Military Government was im-

mediately established in the area subsequently known as either the Occupied Territory or Zone A of Venezia Giulia.¹⁹ "All powers of government and jurisdiction in those parts of the territory of Venezia Giulia occupied by Allied troops and over its inhabitants, and final administrative responsibility" were vested in the Military Commander and Military Governor. This official, in the same proclamation, instructed "all administrative and judicial officials and all other government and municipal functionaries and employees of state, municipal or other services [except such as might be removed by him] * * * to continue in the performance of their duties * * *."²⁰ The order establishing local government in Zone A was issued on August 11, 1945.²¹

Meanwhile, a series of proclamations had been published in Zone A:

- Property control—no. 2
- General police and security regulations—no. 3
- Closing of financial institutions and establishment of moratorium—no. 4
- Establishment of special courts of assize—no. 5
- Dissolution of Fascist organizations and repeal of laws—no. 6
- The Gazette—no. 7²²

The past experience of the Allied Commission in such matters was put to good use, especially in the early period. With no parallel indigenous government in existence, the task of restoring law and order was the responsibility of military government officials. These officials functioned without any idea as to who "the future sovereign" might be. The Government they served was "the only 'stakeholder' military government in the world—and probably the only one in history."²³

Resistance to Allied Military Government

The plan evolved for the reorganization of local government in Zone A, reproducing the Italian model, went into effect on August 11, 1945, under General Order no. 11. This system immediately aroused opposition from organizations with Yugoslav sympathies, many of which adopted a policy of noncooperation with AMG officials. Notwithstanding the opposition, the plan became operative. Where individuals and groups refused to cooperate, direct CAO (Civil Affairs Officer) rule prevailed. By January 1946 the Allied Commission reported that all areas²⁴ had presidents and councils and 20 of the communes had presidents

and councils, all functioning in accordance with General Order no. 11. The other 20 communes still refused to nominate officials and were operating under the direct rule of CAO.

Some officials offered cooperation on a conditional basis. Among these were certain Slovene judges who refused to serve unless Slovene was the official language for their courts. After a period the opposition judges showed a disposition to compromise on the subject. Some men appointed to office offered to cooperate with AMG and to recognize its orders provided they did not conflict with those of the National Liberation Front. Still others decided to give assistance in matters such as the control and distribution of food and clothing.

The repeal of General Order no. 19 making Italian citizenship a prerequisite to the holding of public office²⁵ removed a legal obstacle to the participation in public affairs.

Local Government

General Order no. 11 created a uniform system of local government for the Occupied Territory, dividing it into the areas of Trieste and Gorizia and the commune of Pola. Each area was governed by a president and a council; the area council for Trieste was composed of a chairman and 17 members, and that for Gorizia of a chairman and 14 members. Area presidents and members of the area councils were appointed and subject to removal by AMG. The area president possessed the powers and duties of the prefect of a province as of September 8, 1943. He was assisted by a vice president, likewise appointed and subject to re-

¹⁹ Proclamation no. 1 establishing Allied Military Government bears no date. Since this proclamation was mentioned in the Duino agreement signed on June 20, 1945, it would appear that it was issued between June 12 and June 20. For text, see Allied Military Government, 13 Corps, Venezia Giulia, the *Allied Military Government Gazette*, no. 1, 15 Sept. 1946, pp. 3-6.

²⁰ *Ibid.*, p. 3.

²¹ *Ibid.*, pp. 45-48, and *BULLETIN* of Sept. 1, 1946, pp. 412-414.

²² *Ibid.*, pp. 7-21.

²³ From AMG Supplement, *Blue Devil*, Section II, Friday, July 19, 1946, *Allied Military Government in Zone A*, p. 1.

²⁴ The Occupied Territory was divided into the areas of Trieste and Gorizia and into the commune of Pola.

²⁵ General Order no. 19 was dated Oct. 3, 1945, and was repealed by General Order no. 29, dated Dec. 5, 1945 (the *Allied Military Government Gazette*, no. 9, 1 Jan. 1946, p. 9).

removal by AMG. The area council was an advisory and consultative body to the president and met at least once a week, reaching decisions by majority vote.

Within the commune the president possesses the same powers and duties as did the mayor of a commune on September 8, 1943. The communal president is subject to the supervision and control of the area president. The President of Pola functions both as an area and a communal president. Each commune has a council composed of a chairman plus members determined on the following basis:

Population	Members
250,000 or over	12
30,000 to 250,000	8
Others	4

The communal council acts as an advisory and consultative body to the communal president and meets at least once a week. The decisions of the council on all matters laid before it for advice and opinion are reached by a majority vote.

General Order no. 11 also provided for an additional unit, the district, composed of two or more communes, if such a grouping were "deemed desirable and necessary". The Area Commissioner of AMG was given the discretionary power to form an advisory district committee, with "no executive or legislative control over the Communal President or Communal Council of their respective Communes".

Membership on one of these local government committees was limited to the leading citizens of the area, commune, or district. In the case of the area or communal committees, consideration was to be given to the selection of leading citizens of the highest moral and political probity who should be, as far as possible, "representative of all racial, political and economic groups and classes in the Area according to their respective local strength".

²⁵ Statistics taken from monthly reports of the Allied Commission.

²⁷ General Order no. 6, Trieste, July 12, 1945 (the *Allied Military Government Gazette*, no. 1, 15 Sept. 1945, p. 32).

²⁸ All judicial officials except those removed by AMG were required to continue in the performance of their duties, subject to the direction of AMG.

²⁹ Statistics taken from monthly reports of the Allied Commission.

Law and Order

Proclamation no. 1 gave to Allied Military Government the power to try in its own courts and to punish persons committing "offences against any of the special laws and provisions promulgated by the Military Government or against the laws and usages of war or the law of the territory". AMG courts established in the Territory consisted of the following:

1. General Military Courts having power to impose any lawful punishment, including death;
2. Superior Military Courts having power to impose any lawful punishment, other than death or imprisonment for more than 10 years;
3. Summary Military Courts having power to impose any lawful punishment, other than death or imprisonment for more than one year or a fine of more than 50,000 lire or both such imprisonment and fine.

In the period between September 1945 and October 1946, the Superior Military Courts tried around 500 persons on some 800 charges while the Summary Military Courts handled over 2,500 cases on a nearly equal number of charges.²⁶ In November 1946 the Allied Commission reported a considerable decrease in the work of both courts.

General Order no. 6 reestablished the civil courts "constituted under the laws of the Occupied Territory in effect on the 8th September 1943",²⁷ in accordance with the provisions of article I of proclamation no. 1.²⁸ The Allied Commission reported periodically that the civil courts continued to function with "reasonable satisfaction".

It took a considerably longer period, however, to train, equip, and clothe the civil police of Venezia Giulia. Until the force was formed, Allied provost units performed police functions. In December 1945 the Allied Commission reported a police force of 1,950 and in February 1946 one of 2,788. By March 1946 that number had grown to 3,771 and by November to 4,450.²⁹ Despite some strikes and disturbances the volume of crime remained at approximately the prewar level.

Education

The educational problem was a critical one because the Army had requisitioned so many buildings and because the Slovene and Croat minorities lacked established schools in a zone predominantly Italian. After a month of intense planning and

preparation, the elementary and secondary schools, Italian and Slavic, were opened in October 1945. In December the following schools were open and functioning:³⁰

Italian Schools

	Number	Enrolment	Teachers
Kindergarten.....	20	1, 702	75
Elementary.....	533	28, 027	1, 740
Lower trade.....	27	5, 530	348
Lower secondary.....	14	4, 530	313
Upper secondary.....	20	6, 351	504

The University of Trieste opened November 25, 1945; on November 30 it had an enrolment of 1,427 students and a teaching staff of 19 professors.

Slovene or Croat Schools

	Number	Enrolment	Teachers
Kindergarten.....	2	80	-----
Elementary.....	105	11, 802	203
Lower trade.....	-----	-----	-----
Lower secondary.....	2	1, 003	50
Upper secondary.....	4	380	32

Official recognition was given only to those schools which were regularly constituted in accordance with directives issued by AMG. Only officially recognized schools were permitted to use public-school property and in such schools only were teachers entitled to receive salaries from public funds.³¹ At the time the schools opened there was a shortage of Italian secondary professors and of trained Slavic personnel. Many teachers seeking posts in the Slovene schools had only an elementary education plus one or two months of special training. The need for a "substantial number of qualified Slovene speaking teachers" for the elementary schools of Zone A brought about the establishment of a Slovene teacher-training course. Effective April 10, 1946, candidates enrolled for the six months' course at the Slovene Normal School at Gorizia.³² This was followed by parallel action establishing the "Elementary School Teachers' Courses for the Improvement in the Croatian Language." Candidates were to present themselves at the Normal Teachers School at Pola by October 1, 1946, the opening date of the six months' course.³³

June 29, 1947

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In the meantime provision was made for Slavic elementary schools in communes where one such school or schools had existed on June 1, 1914, or in communes where there were "25 children desirous of attending a Slavic (Slovene or Croat) elementary school within a radius of four (4) kilometers." The organization of these Slavic elementary schools was to be "the same as that of similar elementary schools provided by Italian law prior to 8 September 1943, except as regards required changes provided to meet the characteristics of a Slovene or Croat language. Any modifications that should prove necessary will be made on approval of the Chief Education Officer; however, the character of said school and the language adopted therein shall remain entirely Slovene or Croat."³⁴ New parallel classes might be added in case of necessity. The opening and functioning of each school and the number of classes required the approval of the Chief Education Officer of AMG. At the end of one year administration of elementary schools within the Territory was vested in the following: (1) Education Division of AMG; (2) superintendents of schools; and (3) Councils of Discipline and school councils.³⁵ Area school councils had been constituted at the Superintendency of Schools of Trieste, Gorizia, and Pola.³⁶

Secondary schools conducted in the Slovene language, like the elementary schools employing the same language, required approval for opening. Approval of these new schools was based upon: (a) number of students enrolled; (b) qualifications of teachers;³⁷ and (c) school buildings available.

³⁰ Statistics taken from monthly reports of the Allied Commission.

³¹ Administrative Instruction—Education, no. 9, Trieste, Oct. 16, 1945 (The Allied Military Government Gazette, no. 6, 15 Nov. 1945, p. 5).

³² Order no. 118, Trieste, Apr. 21, 1946 (*ibid.*, no. 18, 15 May 1946, p. 31).

³³ Order no. 245, Trieste, Oct. 17, 1946 (*ibid.*, vol. II, no. 3, 1 Nov. 1946, pp. 144-145).

³⁴ Administrative Instruction—Education, no. 8, Trieste, Oct. 8, 1945 (*ibid.*, no. 12, 15 Feb. 1946, p. 26).

³⁵ Order no. 268, Trieste, Nov. 12, 1946, defines the functions of school officials (*ibid.*, vol. II, no. 5, 1 Dec. 1946, pp. 250-251).

³⁶ Order no. 219, Trieste, Sept. 27, 1946 (*ibid.*, vol. II, no. 2, 15 Oct. 1946, pp. 82-84).

³⁷ Sec. VI of Administrative Instruction—Education no. 4, August 1945 (*ibid.*, no. 12, 15 Feb. 1946, pp. 18-23).



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Procedures to be followed for the opening of all universities, academies, higher institutes, and cultural institutions were set up in Administrative Instruction—Education No. 6.³⁸ Machinery for purging the teaching and administrative staffs was created. On completion of the initial epuration, titular professors not suspended were to elect a rector and a dean.

In the summer of 1945, all books containing Fascist material were banned. Subsequently lists were prepared of elementary and secondary books suitable for use in the schools of the Occupied Territory. Any teacher using unauthorized material, "whether printed, typed, mimeographed or otherwise duplicated", was subject to disciplinary action including dismissal.³⁹ No textbook was to be published, except as authorized in writing by the Education Division of AMG.⁴⁰

As conditions warranted, AMG added new courses. For example, in the case of the University of Trieste it expanded the already existing faculty of science into the faculty of mathemati-

cal, physical, and natural sciences and added a two-year course of studies preliminary to the degree course in chemistry.⁴¹ It likewise established the Slovene Lower-Professional School at Gorizia.⁴²

Termination of Control

By 1947 the Allied Commission had shifted much of its authority to local officials under orders and instructions establishing schools, courts, and a special police force for the Occupied Territory. Its main task was completed. As elsewhere in Italy it had assisted in preparing the governmental administration and economy for restoration to the rightful sovereign authority. It therefore ceased to exist as of February 1, 1947. The Allied treaty of peace with Italy, dividing Venezia Giulia between Italy and Yugoslavia, was signed on February 10.⁴³ Pending ratification of the treaty, forces of Allied Military Government remain in the Occupied Territory. These must be withdrawn at the latest "90 days from the coming into force" of the Italian treaty.⁴⁴

ANNEX

ALLIED MILITARY GOVERNMENT OF VENEZIA GIULIA

Proclamation No. 1

To the people of those parts of VENEZIA GIULIA which are occupied by the Allied Forces:

In order to hasten the rehabilitation of areas which the Allied Forces have freed from German occupation and to ensure the proper administration thereof, to provide for the safety and welfare of yourselves and of the Allied Forces, and to preserve law and order, a Military Government must be established in this territory. This Military Government will have full control over the administration of this territory and will have power if necessary to try in its own courts and punish any persons who commit offences against any of the special laws and provisions promulgated by the Military Government or against the laws and usages of war or the law of the territory.

Now, therefore, I, HAROLD R. L. G. ALEXANDER, G.C.B., C.S.I., D.S.O., M.C., A.D.C., Field-Marshal, Supreme Allied Commander, Mediterranean Theatre of Operations, hereby proclaim as follows:

PART I: ESTABLISHMENT OF MILITARY GOVERNMENT

Article I.—All powers of government and jurisdiction in

those parts of the territory of VENEZIA GIULIA occupied by Allied troops and over its inhabitants, and final administrative responsibility are vested in me as Military Commander and Military Governor, and Allied Military Government of such territory is hereby declared and established to exercise these powers under my direction. All administrative and judicial officials and all other government and municipal functionaries and employees and all officers and employees of state, municipal or other services

³⁸ August 1945 (*ibid.*, no. 12, 15 Feb. 1946, pp. 24-25).

³⁹ Order no. 89, Trieste, Mar. 20, 1946 (*ibid.*, no. 16, 15 Apr. 1946, p. 29).

⁴⁰ Administrative Instruction—Education, no. 4, *ibid.*, sec. VIII.

⁴¹ Order no. 283, Trieste, Dec. 20, 1946 (*ibid.*, vol. II, no. 7, 1 Jan. 1947, p. 333).

⁴² Administrative Instruction—Education, no. 10, Trieste, July 9, 1946 (*ibid.*, vol. II, no. 1, 10 Oct. 1946, p. 49).

⁴³ Art. 3. For text of treaty, see Department of State publication 2743, European Series 21.

⁴⁴ *Ibid.*, art. 73.

(except such as may be removed by me) are required to continue in the performance of their duties, subject to my direction of such of my officers of the Allied Forces as I may depute for that purpose.

Article II.—All persons in the said territory will obey promptly all orders given by me or under my authority and must refrain from all acts hostile to the troops under my command, from all acts of violence and from any act calculated to disturb law and order or public safety in any way. So long as you remain peaceable and comply with my orders, you will be subjected to no greater interference than may be inevitable in the course of the administrative task of the Military Government.

Article III.—Your existing personal and property rights will be fully respected and the laws of the territory, in effect on the 8th September, 1943 will, remain in force and effect except insofar as it may be necessary for me, in the discharge of my duties as Supreme Allied Commander and as Military Governor, to change or supersede them by proclamation or other order by me or under my direction.

PART II: OFFENCES

Article IV.—OFFENCES AGAINST THE ALLIED FORCES WHICH MAY BE PUNISHED BY DEATH.

Any person who:

- 1) Serves the enemy as a spy or harbors or aids an enemy spy;
- 2) Communicates with the enemy or with any person within territory under their control in any manner or on any subject whatever or enters any territory under enemy control;
- 3) Sends to any person any where any communication giving any information whatever concerning the Allied Forces or receives any such communication and fails promptly to report the same to the Allied Military Government;
- 4) Bears arms against the Allied Forces;
- 5) Has in his possession any fire-arms, ammunition, explosive, or similar war supplies except in accordance with a permit of the Allied Military Government;
- 6) Has in his possession any wireless or other apparatus for transmitting signals or other messages;
- 7) Misleads any member of the Allied Forces in the performance of his duties;
- 8) Assists a prisoner of war to escape or assists or conceals any prisoner of war after escape;
- 9) Assists any of the enemy armed forces to evade capture;
- 10) Enters or is found within any area designated as a forbidden area either by the posting of a sign, or by the presence of sentries, without a pass specifically authorizing him to be there;
- 11) Destroys, damages, endangers, interferes with, steals or wrongfully either receives or has in his possession any property of the Allied Forces or for any member thereof to the aggregate value of more than 10,000 Lire;
- 12) Interferes with communication by mail, courier, telegraph, telephone, cable, radio, or otherwise, or removes or damages any telegraph, telephone or electric power wire;

13) Interferes with transportation by land, water or air;

14) Interferes with the operation of any public service or utility, including water supply, electric light and power, gas and sanitation or similar services;

15) Kills any member of the Allied Forces;

16) Assaults any member of the Allied Forces with intent to kill or inflict serious bodily harm;

17) Commits any act of looting;

18) Robs the dead or wounded;

19) Rapes any nurse or other woman serving with the Allied Forces or assaults any such nurse or other woman;

20) Forges or alters any permit, pass, identity card or other similar document or issues or has in his possession any such document, the same having been forged or altered;

21) Incites any inhabitants of the occupied territory to insurrection against military authority, or organizes or leads any public demonstration or assembly for such purpose;

22) Counterfeits any coin or note made legal tender by the Allied Military Government, or has in his possession any such coin or note knowing the same to be false; or

23) Otherwise violates any of the laws of war, or does any act in aid of the enemy or hostile to or endangering the safety or security of the Allied Forces;

shall upon conviction by an Allied Military Court, be liable to punishment by death, or by imprisonment or fine or both, as the court may determine.

Article V.—OFFENCES AGAINST THE ALLIED FORCES PUNISHABLE BY FINE OR IMPRISONMENT.

Any person who:

- 24) Is out of doors without a permit after curfew;
- 25) Leaves the shore in any vessel or in any other manner except as authorised;
- 26) Gives false evidence before a Military Tribunal;
- 27) Destroys, damages, endangers, interferes with, steals or wrongfully either receives or has in his possession any property of the Allied Forces or of any member thereof to an aggregate value of not more than 10,000 Lire;
- 28) Fails to declare within one month of the date of the posting of this proclamation the possession of any stores, equipment or military property abandoned by the enemy or of enemy origin;
- 29) Submits a false, fraudulent or exaggerated claim against the Allied Forces or any member thereof;
- 30) Published or has in his possession any printed or written matter detrimental or disrespectful to the Allied Forces or any member thereof, to the Government of any of the United Nations or to the Allied Military Government;
- 31) Utters any speech or words hostile or disrespectful to the Allied Forces or any member thereof, to the Government of any of the United Nations or to the Allied Military Government;
- 32) Assaults any member of the Allied Forces;
- 33) Takes part in any public demonstration or assembly not authorised by the Allied Military Government;

34) Falsely pretends to be acting under the authority of the Allied Forces or the Allied Military Government;

35) Offers or accepts a bribe in connection with any official matter;

36) Obstructs any member of the Allied Forces in the performance of his duty;

37) Acquires by gift or purchase any military equipment or war material belonging to the Allied Forces;

38) Disseminates any rumour calculated to excite or alarm the people;

39) Makes any false statement in connection with any official matter;

40) Removes or damages any notice, proclamation, or order posted under the authority of the Allied Military Government;

41) Fails to have in his possession at all times a proper means of identification as required by existing law;

42) Disobeys any order given under the authority of the Allied Forces or the Allied Military Government where no specific punishment is prescribed;

43) Promotes or attends any meeting of the fascist party; uses or permits premises to be used for any such meeting; prints or publishes or has in his possession any printed or written matter issued by or on behalf of the fascist party; teaches or advocates any doctrine of fascism; wears or has in his possession any badge, insignia or attire of the fascist party; makes or receives any subscription to the funds of the fascist party; takes or receives any oath or undertaking to the fascist party or does any act intended or likely to promote or sustain the fascist party, the term fascist party including any organisation designed to replace it;

44) Infringes any proclamation or order or the laws regulating or controlling the sale purchase, distribution, allotment, rationing or transporting of any commodity or article;

45) Does any act to the prejudice of good order of the occupied territory or of the safety or security or the Allied Forces or any member thereof;

46) Until further order of the Allied Military Government travels more than 10 km beyond his own home without a permit;

shall, upon conviction by an Allied Military Court, be liable to punishment by such fine or imprisonment, or both, as the court shall direct.

Article VI.—OTHER OFFENCES.

Section I: Conspiracy, advising or assisting violation.—Any person who conspires to do any act constituting an offence, or who advises, assists in, or procures the commission of any such act shall be punishable as a principal.

Section II: Attempts.—An attempt to do any act which constitutes an offence shall likewise constitute an offence which shall be punishable to the same extent as though the act had been committed.

Article VII.—VIOLATION OF THE LAWS OF THE TERRITORY.

Any person who violates or has violated any provision of the laws of the territory may be brought to trial before an

Allied Military Court and, on conviction, may be punished as provided by such law.

Article VIII.—ARREST AND DETENTION.

Section I: Arrest and Search.—Any authorized member of the Allied Forces may:

a) Arrest or search any persons suspected of having committed or being about to commit offences;

b) Enter and search any place and seize and take away any property for the purpose of investigating or preventing any offence or arresting a suspected offender.

Section II: Detention.—Any person suspected of committing or intending to commit any act hostile to the Allied Forces or the Allied Military Government or engaging in any political or other activity in the interest of the enemy or its Armed Forces or hostile to the Allied Forces or the Allied Military Government, may be detained pending further investigation for a period not exceeding three months unless the Regional Commissioner or Senior Civil Affairs Officer orders that the detention may continue for a longer period.

PART III: COURTS

Article IX.—CREATION OF ALLIED MILITARY COURTS.

Allied Military Courts are hereby established. Such courts shall consist of:

1) General Military Courts having power to impose any lawful punishment including death;

2) Superior Military Courts having power to impose any lawful punishment other than death or imprisonment for more than 10 years;

3) Summary Military Courts having power to impose any lawful punishment other than death or imprisonment for more than one year or a fine of more than 50,000 Lire or both such imprisonment and fine.

Where a Superior or Summary Military Court imposes a term of imprisonment and a fine with a further term of imprisonment in the event of default, the aggregate of such terms shall not exceed 10 years and 1 year respectively.

Article X.—JURISDICTION.

The jurisdiction of the Allied Military Courts extends over:

1) All persons except:

- a) Members of the Allied Forces, and
- b) Prisoners of war.

2) All offences:

- a) Against the laws and usages of war;
- b) Under any proclamation, order or regulation issued under the authority of the Allied Military Government;
- c) Against the laws of the territory.

Article XI.—GENERAL POWER OF COURTS.

1) An Allied Military Court may make such orders and do all such acts and things as may be requisite for the due administration of justice.

2) An Allied Military Court, in lieu of or in addition to any other punishment, may

a) Where any person is convicted of the wrongful use, sale, purchase or possession of any property (including money), order restitution or compensation to the owner or confiscation or forfeiture of such property to the Allied Military Government;

b) Where any person is convicted of an offence involving the improper use of any place of residence or business, order that such place be vacated or closed for a period of time to be fixed by the court;

c) Order that a convicted person shall reside in or be excluded from a particular area.

Article XII.—REVIEW AND CONFIRMATION OF DEATH SENTENCES.

Section I: Right of Petition.—Any person convicted by an Allied Military Court may, within thirty days after the imposition of sentences, present to the trial court or the Provincial Legal Officer a petition, submitting reasons why the conviction should be set aside or the sentence should be modified.

Section II: Sentence of Death.—No sentence of death shall be executed unless and until confirmed in writing by me, or by a specified officer not below the rank of Brigadier-General or Brigadier to whom I may have delegated such power in writing.

Article XIII.—EFFECTIVE DATE.

This proclamation will become operative in each province or part thereof within the said territory of VENEZIA GIULIA on the date of its publication therein.

DATE OF FIRST PUBLICATION.

The above Proclamation was first published in the Province-Comune on the day of 1945, by

HAROLD R. L. G. ALEXANDER

Field-Marshal,

Supreme Allied Commander

Mediterranean Theatre of Operations.

(State method of publication).
Signature of Publishing Officer.

Administrative Instruction—Education, No. 4

SPECIAL ORDERS AND AUTHORIZATION FOR OPENING AND FUNCTIONING OF SCHOOLS IN VENEZIA GIULIA, ALLIED MILITARY GOVERNMENT

I.—Italian Law

1.—All existing Italian Laws and regulations prior to September 1943, relative to the educational system and the functioning of the schools shall continue in full force except where the present orders and authorizations negate, replace or supplement them. In general it is the policy of the Allied Military Government to avoid any change in the legal situation, the administrative organization, or the school program, except where changes are necessary to eliminate Fascism or to make schools function effectively.

2.—The Italian Minister of Public Instruction has no jurisdiction over the territory of Venezia Giulia under Allied Military Government. All public and private schools are under the jurisdiction of Allied Military Government—13 Corps, Education Division.

II.—Administration

1.—As Area Superintendent of Schools you will be

¹ Not printed.

responsible for the organization and administration of all elementary schools of the Area.

2.—You will first put in order the Office of the Superintendent and employ sufficient staff to operate the schools efficiently. These appointments must have the approval of the Area Commissioner.

3.—With the approval of the Chief Education Officer, you will be responsible for the confirmation of all Heads of secondary schools, and all Inspectors and Directors of elementary schools in the Area, who are not suspended (see IV below). To replace any such officials who may be absent or any who may not be approved, you will appoint (with the approval of the Chief Education Officer of the Allied Military Government) other qualified persons "incaricati" for terms not to exceed one year.

III.—Opening of Schools

1.—All schools will be opened on a date fixed and notified to you by the Area Commissioner.

2.—Before any given school is opened you will give a copy of Administrative Instruction No. 5¹ to the Head of

Department of State Bulletin

the secondary school, or the Inspector and Director of the elementary school concerned.

3.—You will be personally responsible for seeing that no Fascist doctrine is taught and no Fascist rites, ceremonies or symbols are used, and no anti-Allied propaganda is promulgated in any school under your jurisdiction.

4.—Asili and Private Schools will also be opened at the earliest time possible. These will first have the approval of the Area Commissioner. They will be under the general supervision of the Superintendent of Schools, especially in regard to the use of approved programs and textbooks and the avoidance of Fascist activities and propaganda.

IV.—Defascism

1.—Within 10 days you will submit to the Area Commissioner, for the Chief Education Officer, Schede Personali for all Heads of secondary schools and all Inspectors and Directors of elementary schools in the Area along with recommendations concerning their retention or suspension. For those who are unable, through absence or other cause, to submit Schede you will submit a list of such persons who should be suspended or confirmed and give reasons for your recommendations in each case.

2.—It will be your responsibility to submit Schede Personali for teachers of all grades and for all employees of your administration to the Public Instruction Section of the Area Commission for Epuration.

3.—You will be notified in writing by the Area Commissioner of those whom he has suspended. Following such notice you will transmit this information to the individual concerned notifying them of their right to appeal before an Area Commission. Personnel suspended or dismissed by the Area Commission for Epuration, will be dealt with in accordance with General Order No. 7.

4.—Such persons as are suspended must be replaced by "incaricati", by persons whom the Superintendent of Schools considers to be trustworthy, non-fascist and competent. The names and positions of such persons must be submitted to the Area Commissioner for the Chief Education Officer. Within 10 days, a completely filled out Scheda Personale for each of these officials must be submitted to the Area Commissioner for transmission to the Chief Education Officer and approved by him. Until such approval is obtained, all appointments shall be regarded as provisional.

5.—All newly-appointed Heads of secondary schools and all newly appointed Inspectors and Directors of elementary schools shall be "incaricati".

6.—In complying with the foregoing your attention is called to General Order No. 7 of the Allied Military Government on the basis of which the following persons are suspended from service:

a) Any person, particularly one in high office, who has participated actively in the political life of Fascism, or, by showing himself as a consistent apologist of Fascism, has shown that he is unworthy of serving the State.

b) Any person who has obtained an appointment or promotion through favoritism of the party or of Fascist officials of high rank.

c) Any person who has been guilty of active Fascist partisanship or corrupt practice.

d) Any person who has held the position of "Squadrista", "Sansepolcrista", "Antemarcia" "Marcia su Roma", "Sclarpa Littorio" or who has been an officer in the Fascist militia.

e) Any person who, after 8 September 1943, followed the Fascist Government to the North of Italy, or who has pledged allegiance to or has in any way collaborated with said Fascist Government.

V.—Transfers of Teachers

1.—Transfers of teachers and other school personnel during the school year will be kept to a minimum and only considered where really necessity exists. Transfers from lower to higher position will be considered only in exceptional cases.

2.—Request for transfer may be made by the teacher or other person concerned to the Superintendent of Schools in the Area in which the person in question is residing at the time.

3.—Any Superintendent, convinced of the need for a transfer, may, either on his own initiative or on request of the person concerned, make appropriate application to the Area Commissioner for transmission to the Chief Education Officer.

4.—With the approval of the Senior Civil Affairs Officer, teachers in one Area may be given "comandi" for service in another Area in Military Government territory for periods not to exceed one school year.

VI.—Organisation of Schools

1.—You will submit to the Area Commissioner for transmission to Headquarters 13 Corps Allied Military Government the following information at the earliest possible date:

a) Names of all Presidi and other secondary schools—Heads and the name and type of school which each will direct.

b) Names of Inspectors of elementary schools and the commune under the jurisdiction of each.

c) Names of Directors of elementary schools and the "circle" each will direct.

d) A list, on the form provided, of all schools in the Area which operate in normal times.

2.—The organisation of asili and elementary schools will remain the same as that which existed during the past year.

3.—The Scuola Media Unica will be known as the Scuola Media Inferiore. Its essential structure will remain unchanged but all Fascist elements will be removed and replaced. The course of all Scuole Medie Inferiori will be three years in length.

4.—Whether independent or attached to an Istituto Magistrale, an Istituto Tecnico, a Liceo Scientifico, or a Ginnasio Superiore and Liceo Classico, certificate of graduation from any Scuola Media Inferiore will admit any student to any type of higher secondary school.

5.—Superior Secondary Schools will be as follows:

- a) Istituto Magistrale—four years
- b) Istituto Tecnico—five years
- c) Liceo Scientifico—five years
- d) Ginnasio Superiore—two years
- e) Liceo Classico—three years

6.—When a Superintendent of schools finds that in a commune there are a number of children desiring secondary education, that no appropriate secondary school exists in that Commune, and that there is no adequate transportation available to enable children to attend an existing secondary school in a neighboring Commune, the Superintendent of schools is authorized, upon approval by the Senior Civil Affairs Officer to arrange with a secondary school in another commune to establish classes "distaccate" in the commune which needs them.

7.—Elementary schools conducted in the Slovene or Croat language for Slovene or Croat students will be opened wherever needed and will be allotted in proportion to the Slavic population of each locality. The opening of each such school will be approved by the Senior Civil Affairs Officers. Locality number of students enrolled, number of personnel employed and their qualifications will be listed in the request for approval of each new school.

8.—Secondary schools conducted in the Slovene Language for Slovene students will be opened upon approval of the Senior Civil Affairs Officer. Approval of new secondary schools will be based on:

- a) Number of students enrolled
- b) Qualification of teachers
- c) School buildings available.

VII.—Programs of Study

1.—Programs for all elementary and secondary schools in whatever language conducted, shall be those authorized by the Senior Civil Affairs Officer. The Superintendent of schools will be responsible for the execution of this order.

2.—For the schools of "Avviamento Professionale" and the "Scuole tecniche" no new programs have been prepared. Directors and teachers of such schools may use as a base the old programs with all elements of Fascism removed, but may modify these programs freely to fit local conditions and needs.

VIII.—Textbook

1.—Anti-fascist materials

(a) You will be personally responsible for seeing that no textbooks containing fascist or anti-ally propaganda are used in any schools under your jurisdiction. Appendix "B" in the "Elenco Ufficiale", which accompanies this Administrative Instruction, lists certain books which contain such propaganda and which must be immediately confiscated. Appendix "C" Lists books which may be temporarily used after the removal of the pages indicated. Appendix "D" is a list of books approved to date for use.

(b) An order is being sent to the Area President of each Area requiring him to confiscate from schools and bookstores all books listed in Appendix "B". You will receive later instructions as to the ultimate disposition or these

books. You will order Heads of secondary schools and Directors of elementary schools to segregate and store in locked room or turn over to the Communal President all books containing Fascista propaganda including those of Appendix "B" as shown in the abbreviated pamphlet "De-fascistizzazione dei libri di testo" a copy of which you will send to each school-Head, Inspector and Director (sufficient copies are enclosed herewith). School Heads and Directors will report to you and you in turn will report to the Area President the number of such books segregated and the location where they are stored.

You will be responsible for inspecting schools and bookstores and reporting to the Area President failure to obey these orders.

(c) You will obtain from the Communal President and furnish to the Area Commissioner for transmission for the Chief Education officer a list of all books confiscated, the number of each, and the location in which they are stored.

2.—Elementary School Textbooks

The Superintendent of Schools will recommend to the Area Commissioner, for reference to the Chief Education officer, a list of persons to form two Committees (one Slav and one Italian) on elementary school text books. The committees will, at the earliest possible moment, recommend for use for the school year 1945-46 any existing text books or proposed manuscripts which are free from fascist or other political propaganda, and are in accordance with the official programs, and are otherwise suitable in content and price for use in the elementary schools. The Superintendent of Schools will immediately submit these recommendations to the Area Commissioner for the Chief Education officer. Only such books as are approved by the Chief Education Officer will be sold or bought, or used in the schools.

3.—Secondary School Textbooks

In all secondary schools, public and private, only textbooks authorized by the Education Division, 13 Corps AMG, shall be used. Appendices B, C, D, in the accompanying "Elenco Ufficiale" list textbooks that are condemned and those that are approved. Books not included in these lists or supplements hereto are to be treated under two categories as follows:

(a) Textbooks in Greek, Latin, Mathematics, and physical sciences, and purely technical books in the applied sciences or arts, may be approved by the Superintendent of Schools, subject to the approval of the Area Commissioner, provided that a list of such approved books must be sent by the Superintendent of Schools through the Area Commissioner, to the Chief Education Officer with title, author, publisher and price of each.

(b) The Superintendent of Schools shall send to the Area Commissioner for the Chief Education Officer, a sample of each book which he wishes to have approved for use in schools under his jurisdiction. He may use such books temporarily pending a decision from the Area Commissioner.

4.—Price of Textbooks

(a) The maximum sale price of all books have been established as follows:

- For folio sizes up to 70×100 cm., for each printed sheet of 16 pages, L. 5.
- For folio sizes over 70×100 cm., for each printed sheet of 16 pages L. 6.
- For illustrated books (at least one illustration to each to sixteen-page folios, included in the text or outside of text), an increase of 15% on price fixed on number of printed sheets as above.
- For geographical atlases, albums of design, albums of history, of art and for special publications, an increase of 100% over the original cover price.

(b) For special books and new editions the price will be fixed by Allied Military Government from time to time according to the request made by the interested publishers. The new price must appear on a small label on which will be clearly indicated: The name of publishing House, the new price and the statements "price authorized by Allied Military Government".

(c) No other increase will be made in these new prices. The booksellers will receive a discount of 25% on secondary school textbooks, 20% on elementary school textbooks. The general tax rate remains in force.

(d) Any book may be sold at a price lower than that fixed above; but no book shall be bought or sold at a higher price.

(e) The price of elementary school textbooks shall be that printed on the cover. Alternation of this price or the sale of books at a higher price is strictly forbidden.

5.—Publication and sale of textbooks:

(a) No textbooks shall be published except as authorized in writing by the Education Division, Allied Military Government.

6.—Elementary school textbooks for 1946-47 must be approved by proper authority before publication. Applications and manuscript for such textbooks must be submitted to the Area Commissioner for transmission to the Chief Education Officer.

7.—With the approval of the Area Commissioner, the Superintendent of schools is authorized to purchase, for resale to students, textbooks, quaderni and school supplies, whenever insufficiency of means of commercial distribution, or prices charged by commercial organization, make such action desirable.

IX.—Students

1.—Superintendents of Schools are authorized to permit transfer of students at any time from any school to another of the same level.

2.—Fees of the Scuola Media Inferiore shall be the same as those charged for the Scuola Media Unica formely.

3.—Other tuition fees will remain the same as those charged during the school year 1942-43.

4.—With the approval of the Area Commissioner the Superintendent of Schools may provide for examinations of students in secondary schools at other than the regularly specified times and places.

X.—Buildings and Equipment

1.—The Superintendent of Schools will consult with

Communal Presidents concerning necessary buildings, location, temporary repairs of buildings and the requisition of other buildings for school purpose when buildings have been damaged or destroyed.

2.—Where necessary the Superintendent of Schools will assist in finding locations for school purpose. He may, when necessary, require teachers to hold classes in their own houses.

3.—Within thirty days from receipt of these orders, the Superintendent of schools will report on the condition of all school buildings of the Area to Area Commissioner, naming those damaged or destroyed, and those occupied by troops, refugees, and other personnel, with the address of each and an exact description of any civilian occupying group.

XI.—Financing Schools

1.—Budgets

(a) For the payment of elementary teachers' salaries, and for other expenses of the Superintendent's office the Superintendent of Schools will prepare and file with the Intendenza di Finanza proper form furnished by the Area Financial Officer.

(b) The Superintendent of Schools will see that each Head of secondary school prepares and files with the Intendenza di Finanza the necessary budgets.

2.—Payment of Teachers' Salaries

(a) The treatment accorded to teachers will conform in principle to that approved for other public employees.

(b) The procedure of payment will be according to the laws and regulations in force, subject to any amendments by Allied Military Government.

(c) With respect to unpaid salaries relating to periods during the Fascist regime, the Intendente di Finanza will supply the details for processing of such claims.

(d) Salaries for the period subsequent to the Nazi-Fascist regime will be provided through the normal budget system referred to in the preceding section.

(e) All school personnel "di ruolo" will be paid according to para a) above.

(f) School personnel "incaricati" will be paid as from the first day of the month in which they begin service.

(g) School personnel "supplenti" will be paid for the actual days of service.

(h) Full salary will be paid to a person proposed for suspension or dismissal until such time as Allied Military Government or the Epuration Commission takes final action of suspension or dismissal.

XII.—G. I. L. (Gioventu' Italiana Littorio)

1.—Activities and properties of GIL

(a) All activities carried on by ex-GIL are suspended.

(b) The Superintendent will as soon as possible arrange to take over from the Intendenza di Finanza all ex-GIL property which is necessary or desirable for the training, recreation, or welfare of children or youth.

(c) He will give the Intendenza di Finanza a receipt for such property and from the personnel dependant from his

June 29, 1947

office he will appoint a custodian or custodians to take care of such property.

(d) He will transmit copies of the inventory to the Area Commission for the Chief Education Officer.

(e) Temporary concession for use of movable and immovable property belonging to ex-GIL may be accorded—with such precautions for its safety as in each case may appear appropriate—only by the Superintendent of Schools concerned, and solely for school purpose or to youth organizations of a cultural, recreative, sportive, or charitable character.

(f) Subject to proof of right to continued employment under the Allied Military Government orders on defascism, teachers of physical education previously employed by the ex-GIL will be temporarily assigned, under the jurisdiction of the Superintendent of Schools to the secondary schools of the Area.

2.—Payment of Salaries of Physical Education Teachers

(a) Payment of salaries will be according to Section XI, para 2a.

(b) The Superintendents of Schools will make such payments as they think due, reserving rights of adjustment later. It is considered advisable that such allowances only be paid as are provided for a professor "incaricato" with a maximum of 26 hours of teaching.

3.—Dismissals of former G.I.L. employees

(a) The Superintendent of schools will dismiss all personnel "di ruolo" of ex-GIL who have not been previously dismissed by order of the Allied Military Government (other than physical education teachers who will be dealt

with as in paras 1 and 2 above). They will be paid whatever indemnities are due to them under the existing law.

(b) Temporary employees of ex-GIL will also be dismissed by the Superintendent who will pay them an allowance or half a month's pay for every year of service.

XIII.—School Lunches

1.—The Allied Military Government will, as far as possible make available to "asili" and elementary schools in each commune a given amount of suitable foods for school lunches. The price to be paid by the Commune, will be fixed by arrangement between the Communal President and the Consorzio Agrario.

2.—It is the responsibility of the Superintendent of Schools through "Direttori Didattici", to cooperate with the Communal Presidents in making provision in each elementary school for the preparation and serving of the lunches.

3.—Full instructions will be sent to the Area President to all Communal Presidents as to how to apply for these lunches.

XIV.—Reports

During the first month you will report weekly and thereafter monthly to the Area Commissioner for the Chief Education officer concerning the status of the schools in your area, and will include the statistical reports called for on forms which will be furnished to you by the Chief Education Officer.

August 1945

ALFRED C. BOWMAN
Colonel J. A. G. D.
Senior Civil Affairs Officer

Current United Nations Documents: A Selected Bibliography

There will be listed periodically in the BULLETIN a selection of United Nations documents which may be of interest to readers.

Printed materials may be secured in the United States from the International Documents Service, Columbia University Press, 2960 Broadway, New York City. Other materials (mimeographed or processed documents) may be consulted at certain designated libraries in the United States.

General Assembly

Committee on the Progressive Development of International Law and Its Codification. Memorandum by the Delegate for France. Draft Texts Relating to the Principles of the Charter and Judgment of the Nuremberg Tribunal. A/AC.10/34, May 27, 1947. 8 pp. mimeo.

—Draft Declaration on the Rights and Duties of States. A/AC.10/39, June 5, 1947. 9 pp. mimeo.

—Report of the Rapporteur, Professor J. L. Brierly, on Item 3 (a) of the Agenda. A/AC.10/40, June 5, 1947. 11 pp. mimeo.

—Draft Convention for the Prevention and Punishment of Genocide (Prepared by the Secretariat). A/AC.10/42, June 6, 1947. 9 pp. mimeo. Also, A/AC.10/42/Add. 1, June 10, 1947. 1 p. mimeo.

—Continuation of the Report of the Rapporteur. A/AC.10/43, June 6, 1947. 3 pp. mimeo. Also, A/AC.10/46. June 10, 1947. 2 pp. mimeo.

Atomic Energy Commission

Proposals on Atomic Energy Control Submitted by the Representative of the Union of Soviet Socialist Republics at the Twelfth Meeting of the Atomic Energy Commission on 11 June 1947. AEC/24, June 11, 1947. 5 pp. mimeo.

ONE YEAR OF THE PHILIPPINE REPUBLIC

by Edward W. Mill

On July 4, 1947, the Republic of the Philippines will have completed its first year as an independent nation. Born into the family of nations on July 4, 1946, after a historic 48-year period under the American flag, the new republic faced immensely difficult and challenging problems with independence. This article summarizes and analyzes the encouraging progress made by the Republic of the Philippines during the first year of independence.

On July 4, 1946, in the city of Manila in the Philippines, a new republic was born. This republic, to be known as the Republic of the Philippines, was born after years of struggle for independence on the part of the Filipino people. Under the American flag this had been a peaceful struggle for independence, a struggle whose objective had had the warm sympathy and interest of the American people. Finally on July 4, 48 years after the United States entered the Philippines, the American flag was lowered and the Philippine flag raised as a symbol of the coming of age of the Philippine nation.

Not only did the Far East note the granting of independence to the Filipino people, but also the world as a whole showed keen interest in the birth of the new republic. Well known to the world was the fact that the Philippine nation had suffered incalculable damage and destruction during the recent war; well known to the world was the fact that the Philippines faced tremendous problems in rehabilitation and reconstruction. Independence at any time was a challenge, but independence at a time of national disaster and crisis seemed even more difficult. Knowing this fact, many questioned the advisability of the Philippine ship of state's being put adrift in the seas of independence in such a period of economic and political stress and strain.

Today, one year after independence, the Filipino people have given their answer. Thanks to their magnificent efforts and to the continued close cooperation between the United States and the Philippines, the seemingly impossible has been done and the Philippine Republic launched safely and securely into the family of nations.

Problems of Independence

In order to appreciate the nature of the difficulties facing the Philippine nation in July 1946, a brief review of the situation at that time is appropriate.¹ Among the major problems facing the new Republic were the following: economic reconstruction and rehabilitation; financial crisis; law and order and the problem of agrarian unrest; assistance to Philippine veterans; and development of the machinery for conducting relations with other nations.

Perhaps most serious and immediate of all these problems facing the Philippines was the problem of economic reconstruction and rehabilitation. Paul V. McNutt, United States High Commissioner and later Ambassador to the Philippines,

¹ For a fuller description of these problems at the time of independence, see the articles by Mr. Mill in the BULLETIN of June 9, 1946, p. 980, and Sept. 15, 1946, p. 475, entitled "The Philippines Prepares for Independence" and "The New Republic of the Philippines".

and many other leading Americans who visited the Philippines stressed the critical situation facing the country as a result of the war.² Ambassador McNutt, reviewing conditions in the Philippines, on November 27, 1946, described the Philippines as . . . a land ravaged, brutalized, burnt over, destroyed, economically crippled, psychologically shocked, and physically devastated . . .³ So far as sheer physical destruction of the country was concerned, the Ambassador summarized the situation in the following words:

Before the war the total assessed value of the Philippines was estimated at about two and a half billion dollars. The estimated war damage, at pre-war replacement and repair cost, is estimated at one billion dollars. Yet even this is a completely misleading figure. Since liberation there has been an inflation of approximately 500 per cent. Basic commodities, including construction materials, transportation, and food, cost exactly five times what they did five years ago. If it were economically sound to estimate reconstruction cost on present values . . . which it is not, it would cost approximately five billion dollars to repair the war damages to the Philippines.⁴

In the all-important field of trade relations, the Philippines found its trade economy virtually at a standstill as a result of the war. The Philippine Government faced the necessity of restoring trade relations as soon as possible. Until steps in this direction were taken, Philippine economic recovery would be certain to be seriously retarded.

On the financial side President Roxas made it urgently clear that his Government faced a grave and immediate budgetary crisis and requested assistance from the United States as soon as possible.

In the matter of law and order, the Philippines faced difficult problems as a result of the war. Agrarian groups such as the Hukbalahaps had seized arms from the Japanese during the occupation and were determined to obtain redress of their grievances from the Government. The administration of President Roxas was faced with the dual problem of restoring law and order within the disaffected areas and at the same time pre-

paring and carrying out a broad program of agrarian reform. Without substantial agrarian reform it would have been extremely difficult to have achieved any degree of law and order regardless of the force which may have been expended for this purpose.

Of pressing concern also to the Roxas administration was the need for granting assistance to the veterans of the Philippine Army who had fought with the United States during the recent war and the guerrillas who had been recognized officially by General MacArthur's headquarters and had contributed vitally to the success of the Philippine campaign. Prevented from obtaining certain essential rights from the United States as a result of technical barriers, the Roxas administration sought the assistance of the United States and prepared to take such steps as were possible to aid the Philippine veterans.

Of less pressing concern but of vital importance to the development of the Philippines as an independent member of the family of nations was the need for developing essential machinery for the conduct of Philippine foreign relations. A Philippine Department of Foreign Affairs was needed, a Philippine Foreign Service was required, and certain basic agreements with other countries were essential for Philippine participation in the community of nations.

In addition to these major problems, there were a host of problems of approximately equal or less importance demanding the attention of the new Republic. These included the rehabilitation of the educational system of the country, the streamlining of the administrative machinery of the central government, the reorganization and revitalization of the Army, and the training of numerous young Filipinos in various Government and technical skills.

Progress of the Philippine Republic

Under the vigorous and wise statesmanship of President Roxas, whom former Ambassador McNutt has described as "the equal of any head of Government today";⁵ the Philippines has energetically set out to meet and solve the vexing and challenging problems which confronted it in its infancy as a nation.

Basis for Revival of Philippine Trade

One of the most basic of all the problems facing

² See Report on the Philippine Islands by Senator Millard Tydings made after his return from the Islands on June 7, 1945 (S. Doc. 53, 79th Cong.); radio address of Paul V. McNutt, Feb. 23, 1946; and other addresses by Mr. McNutt.

³ Address by Paul V. McNutt, Ambassador to the Republic of the Philippines, before the Beta Theta Pi Fraternity, Indianapolis, Ind., on Nov. 27, 1946.

⁴ *Ibid.*

⁵ *Ibid.*

the Republic has been the restoration of the trade economy of the country. In United States Public Law 371, approved April 30, 1946, known as the Philippine Trade Act of 1946 or popularly as the Bell act, provision was made for continuing close Philippine-American trade ties after independence. The act specified that during the first eight years of its life (until 1954), duty-free trade would exist between the two countries, at the end of which time Philippine and American products coming into the country of the other would begin to be assessed duty progressively at the rate of 5 percent each year until 1974 when all preferential trade relations would cease and the full duties would be imposed by each country. A system of quotas is also established by this act. During the period from January 1, 1946, to July 3, 1974, in lieu of the system of graduated tariffs, special declining duty-free quotas were established for cigars, scrap tobacco, stemmed and unstemmed filler tobacco, coconut oil, and buttons of pearl or shell. An Executive agreement to carry out the terms of the Philippine Trade Act was signed in Manila on July 4, 1946, by representatives of the two Governments.

The Roxas administration during the first year of independence actively engaged itself in steps to bring this act fully into force. On December 17, 1946, President Truman proclaimed the trade agreement carrying out the act and the accompanying exchange of notes of October 22, 1946.⁶ President Roxas in turn proclaimed his Government's acceptance of the act on January 1, 1947.⁷ In accordance with the provisions of the act, the President of the United States then proclaimed the trade agreement as having officially entered into force on January 2, 1947.⁸

Philippine acceptance of parity. Although the trade agreement was officially proclaimed as having entered into force on January 2, 1947, a still further step remained to be taken by the Philippine Government before continuance of the act could be insured. This remaining act involved the acceptance of the so-called parity or equal rights amendment. This provision (section 341) of the Philippine Trade Act reads as follows:

The disposition, exploitation, development, and utilization of all agricultural, timber, and mineral lands of the public domain, waters, minerals, coal, petroleum, and other mineral oils, all forces and sources of potential en-

ergy, and other natural resources of the Philippines, and the operation of public utilities, shall, if open to any person, be open to citizens of the United States and to all forms of business enterprise owned or controlled, directly or indirectly, by United States citizens.

This section necessitated an amendment to the Philippine Constitution and provoked considerable controversy in the Philippines.⁹ The Philippine Congress referred the matter to the electorate for decision in a national plebiscite. In the intervening weeks before the plebiscite, which was held on March 11, 1947, President Roxas made one of the most intensive campaign tours of the entire island network ever undertaken by a Philippine official. In speech after speech he appealed to the Philippine electorate to support the proposed amendment on the grounds of compelling national self-interest and the need for close continuing ties with the United States.¹⁰ By the time the plebiscite was held on March 11, the Roxas administration had successfully countered most of the arguments of the opposition and a tremendous majority of the people voted in support of the parity amendment. This amendment is now in full effect.¹¹ Vice President Quirino, visiting the United States in May 1947, repeatedly called attention to the provisions of the trade act and urged American capital to take advantage of its opportunities in the Philippines.

Over-all foreign trade in 1946. While the Philippine Government was taking steps to build

⁶ BULLETIN of Dec. 29, 1946, p. 1190.

⁷ BULLETIN of Jan. 19, 1947, p. 129.

⁸ *Ibid.*

⁹ Art. XIII, sec. 1, of the Philippine Constitution read as follows: "All agricultural, timber, and mineral lands of the public domain, waters, minerals, coal, petroleum, and other mineral oils, all forces of potential energy, and other natural resources of the Philippines belong to the State, and their disposition, exploitation, development, or utilization shall be limited to citizens of the Philippines, or to corporations or associations at least sixty per centum of the capital of which is owned by such citizens, subject to any existing right, grant, lease, or concession at the time of the inauguration of the Government established under this Constitution."

¹⁰ See the address by President Roxas before the University of the Philippines Alumni Association in Manila on Sept. 28, 1946; the speech before the Philippine Bar Association on Oct. 12, 1946; and his speech before the faculty and student body of the University of the Philippines on Nov. 19, 1946.

¹¹ Joint Resolution of the Congress of the Philippines, adopted Apr. 9, 1947.

the groundwork for restoration of the trade economy of the islands, figures showed that the trade life of the country was again slowly reviving. During 1946 exports of Philippine products totaled ₱106,057,387—not including re-exports amounting to ₱22,317,662. By way of comparison, Philippine exports in 1940 totaled ₱305,320,000. Of the 1946 exports about 73 percent or ₱76,360,000 went to the United States. France, Great Britain, Canada, and Norway also received Philippine exports. On the import side, the Bureau of Census and Statistics reported total imports of ₱591,717,149, of which ₱513,244,000 or 87 percent came from the United States and Hawaii. Total Philippine imports in 1940 were ₱269,462,542.

The above figures show that Philippine trade is again reviving. This trend must continue if the country is to prosper and to maintain the standard of living of the past. The size of the present import trade is, of course, in excess of normal import requirements, because of the devastation caused by the war, and time will undoubtedly bring a readjustment in import figures.

With the Executive trade agreement serving as the core of Philippine trade development, the Roxas administration expects to continue to strengthen the Philippine trade position in the years to come.

Progress of Rehabilitation Program

Substantial progress in the tremendous task of Philippine reconstruction was made during the first year of Philippine independence. Basic to the progress of the rehabilitation program was

¹² Indicative of the careful work which must go into the investigation of each claim is the following statement of the War Damage Commission: "Each claim received must be screened, indexed, and docketed. Claims must be given a preliminary examination, and the amount of damage or insurance payments requested from or made by any other agency of the Government or by an insurance company must be determined. The title to the property lost or damaged must be investigated, and the original cost and replacement value of the loss must be determined. The Commission must ascertain whether replacement of the specific property lost shall be required, and whether surplus property may be used in partial or complete settlement of the claim. The amount of payment to be awarded must be determined and certified, and the accounting records completed." (United States Philippine War Damage Commission, Manila, *First Semiannual Report for Period Ending December 31, 1946*, United States Government Printing Office, Washington, 1947, p. 4.)

Public Law 370, known as the Philippine Rehabilitation Act of 1946. This act created a Philippine War Damage Commission empowered to pay out 400 million dollars in war-damage claims to Philippine and American claimants, provided for the granting to the Philippine Government without reimbursement of surplus property the "fair value" of which was not to exceed 100 million dollars, and authorized the spending by United States agencies of over 120 million dollars in various rehabilitation and training projects in behalf of the Philippines.

In addition to the Rehabilitation Act passed by the United States Congress, the Philippine Government also took steps to further reconstruction of the devastated land. Among these measures was the establishment of a Philippine Rehabilitation Finance Corporation. Philippine agriculture, hard hit by the war, also was a subject of intensive study by the Philippine Government, and a special United States Agricultural Mission was sent to the Philippines by the Department of Agriculture at the request of the Philippine Government. Some discussion and planning was also undertaken with regard to small-scale industrialization in the Philippines.

Implementation of the Philippine Rehabilitation Act: War Damage Commission. The Philippine War Damage Commission, composed of Frank A. Waring, Francisco A. Delgado, and John O'Donnell, faced one of the most difficult tasks facing any rehabilitation agency in the Philippines. The Commission estimated that one third of the families in the Philippines had suffered property losses and that at least 900,000 individual claims for compensation and 100,000 claims of firms, corporations, and others, as well as about 1,000 consolidated claims of Government agencies and entities would be filed. With payments to claimants limited to a total of 400 million dollars, it was obvious that the Commission faced tremendous difficulties in effecting a satisfactory settlement of all claims.¹²

Despite the difficult nature of the task assigned it, the Commission made commendable progress during the past fiscal year. The Commission was organized with six major operating divisions, offices set up in the Philippines, and personnel recruited for the complicated tasks involved. On December 16, 1946, in a special ceremony held in

Manila before a convention of provincial governors, treasurers, district engineers, and superintendents of schools, Chairman Waring and Commissioner Delgado presented an advance payment of one million dollars to the Philippine Government on the first claim filed by that Government under the provisions of the Rehabilitation Act. This payment inaugurated the program of payments, and since that time the War Damage Commission has been endeavoring to speed up the payment of claims to both private and public claimants. The work undertaken by the Commission is of prime importance in the economic recovery of the Philippines.

Surplus property. Title 2 of the Philippine Rehabilitation Act of 1946 authorizes the granting to the Philippines without reimbursement of surplus property, the "fair value" of which is not to exceed 100 million dollars. The Office of the Foreign Liquidation Commissioner of the Department of State has been responsible for carrying out the provisions of this portion of the Rehabilitation Act. By February 28, 1947, 154 million dollars' worth of surplus property at procurement cost had been turned over to the Philippines. It was estimated that these goods had a "fair value" of 45 million dollars and that they thus represented a 45 percent completion of the 100 million dollars' worth of surplus property to be transferred under the provisions of the act.¹³

In order to handle the transactions in surplus property, President Roxas appointed on November 18, 1946, a Surplus Property Commission composed of Placido L. Mapa, Arsenio N. Luz, and Gabriel K. Hernandez. This Commission performed a most important function but was confronted with numerous difficulties. Among these difficulties was that of countering numerous charges of irregularities hurled at it by some Philippine Congressmen. Committees of the Philippine Congress conducted investigations of surplus-property transactions during May 1947.

Progress of United States rehabilitation agencies. Under title 3 of the Rehabilitation Act of 1946, provision is made for the operation in the Philippines of eight different United States Government agencies during the period 1946 to 1951. These agencies—the Public Roads Administration, the Army Corps of Engineers, the Public Health Service, the United States Mari-

time Commission, the Civil Aeronautics Administration, the Weather Bureau, the Fish and Wildlife Service, and the Coast and Geodetic Survey—are authorized to engage in various programs of rehabilitation, reconstruction, and training for the Philippines. Their contributions to Philippine rehabilitation are considered to be of an indispensable character, and their progress in carrying out their mandate under the Rehabilitation Act has been closely watched.

At the present time each of these agencies maintains an office in Manila and has a staff assigned to carry on its work. The agencies are functioning under the over-all supervision of the United States Embassy in Manila. Through the Embassy, individual agencies have concluded a number of operating agreements with the Philippine Government. At the Washington end of the rehabilitation program, the State Department continues, in accordance with the mandate of the Congress, to allocate the rehabilitation appropriation among the eight participating agencies. Close liaison is maintained between the Department and the agencies concerned.

Through the work of these agencies the Philippines is getting a start in rebuilding its roads and bridges, its ports and harbors; in expanding and improving its health services; in developing its system of inter-island commerce; in developing its aeronautical facilities; in creating an adequate system of weather service; in developing its fishing industry; and in carrying on the work of coast mapping and surveys. Each United States agency has also undertaken to train a large number of Filipinos in technical and scientific skills,

¹³ *Report to Congress on Foreign Surplus Disposal, April 1947.* (Department of State, Office of the Foreign Liquidation Commissioner, publication 2799.) The following table (from the same source, p. 25) shows the general nature and quantity of the items transferred on the basis of their fair value:

Machinery and construction equipment.....	\$10,300,000
Communication equipment.....	9,100,000
Ships.....	6,000,000
Railroad equipment.....	4,500,000
Medical supplies and equipment.....	4,100,000
Automotive equipment.....	4,000,000
Clothing, food, and miscellaneous.....	3,100,000
Cash from sales of OFLC on behalf of Philippine Government.....	3,900,000
Total.....	\$45,000,000

so when the agencies withdraw in 1951 competent Philippine personnel will be available to take over their functions.

The Philippine rehabilitation program will be for the next few years a program of the greatest importance in the over-all rehabilitation of the Philippine economy.

Rehabilitation Finance Corporation. In a special message to the Philippine Congress on September 25, 1946, President Roxas declared that "one of our greatest economic needs is a source of credit from which loans can be made and at low rates of interest. Without such credit facilities, rehabilitation will be a slow and painful process."¹⁴ The President urged the creation of a new Philippine Rehabilitation Finance Corporation to meet this need. In explaining the purpose of such a corporation, the President declared: "I have long contemplated the establishment of a huge national credit reservoir, a primary source of credit for government economic enterprises and for private enterprises . . . a source of credit that will start the wheels moving on rehabilitation and repair of war-damage property and permit us to plan and begin the larger and longer-term undertakings for the expansion of the national economy."¹⁵ The President compared the proposed new Philippine corporation to the United States Reconstruction Finance Corporation in which, he stated, ". . . we have an excellent precedent" which "has been as instrumental as any single government agency, first in the recovery of private business from the deadly effects of the American depression of 1930, and second in the vast expansion of American industry and business which took place in the latter part of the recent decade."¹⁶ The President proposed that the corporation be capitalized at 300 million pesos.

¹⁴ Special Message of President Manuel Roxas delivered in the Session Hall, House of Representatives, on Sept. 25, 1946, reprinted in *The Problems of Philippine Rehabilitation and Trade Relations*, Manila, Bureau of Printing, 1947, p. 40.

¹⁵ *Ibid.*, p. 42.

¹⁶ *Ibid.*, p. 43.

¹⁷ Message on the state of the nation by Manuel Roxas, Jan. 27, 1947, p. 59.

¹⁸ Report of the American Agricultural Mission, December 1946, quoted from Frank S. Gaines, and José S. Camus, *Agricultural Conditions and Food Prospects in the Philippines*, UNRRA, Agricultural Rehabilitation Division, Philippine Mission, Manila, 1946.

In Republic Act no. 85 of October 29, 1946, the Philippine Congress concurred in the establishment of the Philippine Rehabilitation Finance Corporation proposed by President Roxas. Shortly thereafter, the President appointed Primitivo Lovina, Delfin Buencamino, Salvador Lagdameo, and Rafael Corpus as members of the new commission. This entirely new commission, designed to assist in the reconstruction of the country, will be closely watched for results both by observers in the Philippines and in the United States.

Proposed industrialization. President Roxas in his message on the state of the nation on January 27, 1947, declared that "the consistent thread running through the entire program I have outlined for the immediate future of our country is industrialization. This plan integrates with our power development projects, our vocational training program, our establishment of credit facilities, our promotion of geological researches and surveys, our invitation of American capital to invest here, and the proposed constitutional provision for special rights for American citizens."

The President went on then to point out that a firm of industrial engineers and technologists was surveying the industrial potentials of the Philippines as well as making a survey of industrial equipment in Japan. The President indicated that the Philippines planned to use the industrial equipment obtained from Japan in the development of various industrial enterprises in the Philippines. The President stated that "there is no reason why the Philippines cannot capture a share of former Japanese markets in this part of the world. No effort will be spared to achieve this goal."¹⁷ Though many difficulties confront such a program of industrialization, it will be interesting to watch the progress that is made in this field during the next few years.

Agricultural rehabilitation. The war also resulted in the disruption of the agricultural economy of the country. This is especially significant when it is remembered that the majority of people in the Philippines are directly and vitally concerned with this economy. Estimates of the losses suffered during the war in the agricultural field show that 47 percent of the carabaos were lost, 57 percent of the horses, 80 percent of the cattle, and 70 percent of the chickens. Twenty-nine percent of the plows were estimated to be lost as well as 25 percent of the harrows.¹⁸ Likewise

equipment essential to the processing of major agricultural products suffered heavy damage.

Realizing the need for over-all planning for the rehabilitation of Philippine agriculture, the Philippine Government in 1946 requested the appointment of a special United State Agricultural Mission to visit the Philippines and to make a survey of the situation and provide recommendations. This mission, headed by Dr. Leland E. Call and composed of Dr. J. H. Beaumont, H. C. Sanders, John V. Hepler, and Glen L. Taggart, visited the Philippines during July to September 1946 and made an extensive study of the prevailing agricultural situation in the Philippines with recommendations for improvement of the situation. Its report is basic reading for anyone concerned with the over-all rehabilitation of Philippine agriculture.

Financial Crisis

From its inception as an independent nation, the Philippines has faced serious budgetary difficulties. President Roxas has made this budgetary crisis patently clear in various addresses to the Philippine Congress. In his budget message of February 11, 1947, transmitting the Philippine national budget for the fiscal year July 1, 1947, to June 30, 1948, the President recommended expenditures for fiscal 1948 of 134.5 million dollars. Revenues during fiscal 1948 are estimated at 65 million dollars; the deficit will thus, according to these estimates, amount to 69.5 million dollars. Comparison of these figures for fiscal 1948 may be made with those of the current fiscal year which show probable expenditures and receipts to be 127.2 million dollars and 61.3 million dollars respectively, and a deficit of 65.9 million dollars.¹⁹

The leaders of the Philippine Government have believed that the United States offers the best hope for financial assistance to the Republic. As a result of an urgent Philippine request, the United States Congress in Public Law 656, approved August 7, 1946, authorized the Reconstruction Finance Corporation to make a loan to the Philippines of 75 million dollars. Seventy million dollars of this loan has now been paid to the Philippines. Subsequent to the authorization of this loan, a Joint Philippine-American Financial Commission has been appointed to make an over-all study of the Philippine financial picture. This Commission, the American group of which has

been headed by Col. Edgar G. Crossman, has been in the Philippines since January 1947 and has now submitted a report of its findings. It is anticipated that the report of the Commission will be of invaluable assistance in paving the way for essential fiscal reforms in the Philippines and making clear the financial position of the Philippine Government. At the end of the first year of the Republic, its precarious financial position continued to be one of its most difficult problems.

Agrarian Unrest

During much of the first year of its independence, the Republic faced the thorny problem of agrarian unrest, chiefly in the central Luzon provinces. The product of centuries of unrest and dissatisfaction on the part of small farmer groups, the problem reached more acute proportions during the war and after when groups such as the Huk-balahaps were formed to combat the Japanese and at the same time to press for substantial reforms. After the war these groups refused to surrender their arms and made strong demands on the Government.

The Philippine Government has apparently attempted to meet these problems in a twofold manner; by combining a program for the restoration of law and order with a program of reform measures. While military police units have been engaged in the task of bringing law and order into the dissident areas, a new farm tenancy act providing for a 70-30 division of the produce of the land has been passed by the Philippine Congress; steps have been taken to eliminate some of the more notorious practices of the usurer; church estates have been purchased for resettlement purposes; water projects have been blueprinted; and a number of other helpful steps have been taken. In this and other ways the Roxas administration hopes to bring about a long-range settlement of the problem. Considerable has been done; much more remains to be done before the problem can be considered as solved.

Collaboration Question

During the war the overwhelming mass of the Filipino people remained loyal to the United States. A few of the top political leaders did, however, collaborate actively with the Japanese.

¹⁹ President Roxas' special message on the national budget, Feb. 11, 1947.

Since the end of the war the Philippine Government has been engaged in steps to bring those accused of collaboration to trial. A People's Court was created by the Philippine Congress to conduct the trials and Solicitor General Lorenzo Tanada was designated to prosecute the accused. The prosecution has, however, been confronted with many difficult problems. Considerable talk was heard during the first half of 1947 concerning a general amnesty for accused collaborationists. At the end of the first year of the Republic Government, even though the future of the collaboration trials remained uncertain, the Philippine Government was moving ahead to bring to trial some of the more prominent of the accused collaborationists.

Pattern for National Security

During the first year of the Republic important steps were taken to provide for the national security of the country. The two most important steps were the conclusion of a military-base agreement with the United States and the conclusion of a military-assistance agreement with the United States.

In Public Law 380, approved June 29, 1944, the Congress of the United States had authorized the President of the United States to negotiate with the President of the Philippines for the retention of such bases in the Philippines "as he may deem necessary for the mutual protection of the Philippine Islands and of the United States."²⁰ Similarly, the Congress of the Philippines in joint resolution no. 4, approved July 28, 1945, authorized the President of the Philippines to negotiate with the President of the United States for the retention of said military bases.

Acting under these authorizations, negotiations were then conducted by the two governments looking to the retention of United States military bases in the Philippines. After careful consideration of all the factors involved, a military-base

agreement was finally signed in Manila by the two countries on March 14, 1947.²¹ This agreement stresses "the mutuality of interest" of the two countries in defense matters and proclaims the desire of the two countries to cooperate "in the common defense of their two countries through arrangements consonant with the procedures and objectives of the United Nations."²² An annex listing the specific bases to be retained is attached at the end of the agreement.

Military assistance. The Congress of the United States also in Public Law 454, approved June 26, 1946, authorized the President of the United States to provide certain military assistance to the new Republic of the Philippines. The purpose back of the act, as stated in the act itself, was "to provide military assistance to the Republic of the Philippines in establishing and maintaining national security and to form a basis for participation by that Government in such defensive military operations as the future may require".

With this authorization, representatives of the two countries conducted negotiations during 1946 and 1947 looking to the conclusion of a military-assistance agreement. This agreement was signed in Manila on March 21, 1947, by Ambassador McNutt and President Roxas.

With the conclusion of the military-base and military-assistance agreements the cornerstones of Philippine defense had been laid. In addition, however, President Roxas pledged himself to vigorous efforts to reorganize and democratize the Philippine Army.²³ The Administration set aside for national defense measures for fiscal 1948 the proposed sum of 38.5 million dollars, 23.5 million dollars of which was to be spent by the Military Police Command. With total estimated expenditures set at 134.5 million dollars for fiscal 1948,²⁴ it was apparent that the defense item in the budget was considered of basic importance.

Aid to Philippine Veterans

One of the most challenging problems facing both the Philippine and the United States Governments in the post-independence period has been how to assist those Filipino veterans who served either in the regular United States Army forces in the Pacific or in recognized guerrilla units during the war. These Filipino veterans fought loyally and effectively with the United States, and they have considered themselves entitled to many of the

²⁰ Public Law 380, 79th Cong., approved June 29, 1944, joint resolution declaring the policy of the Congress with respect to the independence of the Philippine Islands, and for other purposes.

²¹ BULLETIN of Mar. 23, 1947, p. 554.

²² *Ibid.*

²³ Message on the state of the nation by Manuel Roxas, Jan. 27, 1947, p. 14.

²⁴ President Roxas' special message on the national budget, Feb. 11, 1947.

rights extended to American veterans under the so-called GI Bill of Rights. Ranking American policy leaders, including President Truman and former Ambassador McNutt, have strongly endorsed their right to participate in a program of veterans' benefits provided by the United States.²⁵

On May 18, 1946, in identical letters to the President *pro tempore* of the Senate and to the Speaker of the House, President Truman transmitted a bill providing for the Philippine veterans with a request for its early introduction and consideration. This bill provided, first, for hospitalization, including medical care, for service-connected disability; second, pensions for service-connected disability and death, on a peso-for-dollar basis; third, for appropriate burial and funeral allowances; and lastly for the administrative framework for the operation of the Veterans' Administration in the Philippines. The President pointed out that the standing Philippine Army had been made a part of the armed forces of the United States by order of the President of the United States on July 26, 1941, and that, in addition, certain guerrilla units had been recognized thereafter as members of the Philippine Army and hence as a part of the United States Army. Under the First Supplemental Surplus Appropriation Rescission Act of 1946, these Filipino veterans of the United States Army were denied the benefits to which they believed themselves entitled. The President asked, therefore, in his message to the Congress, that action be taken to restore needed benefits to the Philippine veterans.

As a result of the President's message, a bill, S. 2235, was introduced in June 1946 to provide benefits for the Philippine veterans. This bill passed the Senate but failed in the House by a narrow margin. With the convening of the 80th Congress in January 1947, renewed efforts were made to get a new Philippine Veterans Bill introduced in the Congress. At the direction of the President of the United States, an interdepartmental committee consisting of the Administrator of Veterans' Affairs, the United States Ambassador to the Philippines, the Secretary of War, and the Secretary of State jointly assumed responsibility for the introduction of such a bill. It was expected that such a bill would be introduced in the Congress in the near future.²⁶

Meanwhile, in the Philippines the situation of

many veterans has been very acute. The United States Veterans' Administration has a large office in Manila and has been carrying out a program of limited benefits for Philippine veterans authorized in previous legislation. In an endeavor to meet the challenge, the Roxas administration also secured the passage by the Philippine Congress of a so-called Philippine GI Bill of Rights. This act, Republic Act no. 65, approved October 18, 1946, created a Philippine Veterans Board and provided additional limited aid to Philippine veterans. The real hope for the Philippine veterans continues, however, to lie in the extension of benefits to Philippine veterans in the form of a Philippine veterans' bill passed by the U. S. Congress.

Relations With Other Nations

Another less pressing but very important problem facing the new Republic of the Philippines during its first year was that of creating the machinery for the conduct of its foreign relations. Prior to July 4, 1946, all foreign relations for the Philippines were handled by the United States. After July 4 the burden devolved on the Philippines.

In anticipation of the day when the Philippines would have to conduct its own foreign relations, the Department of State in July 1945 inaugurated a Philippine Foreign Affairs Training Program²⁷

²⁵ See S. Rept. 1419, 79th Cong., 2d sess., of June 4, 1946, and H. Rept. 2640, 79th Cong., 2d sess., of July 23, 1946.

²⁶ In May 1947 a special Philippine veterans' group visited the United States to study the question of Philippine veterans' benefits and to testify on behalf of such benefits. The members of this mission were Lt. Col. Angel Tuason, Lt. Col. José Razon, Maj. Ernesto Rusino, and Maj. Ferdinand Marcos.

²⁷ The following men have graduated from this program: Yusup R. Abubakar, Manuel A. Adeva, José Alejandrino, Tiburcio C. Baja, Anastacio B. Bartolome, Emilio D. Bejasa, Marcelino V. Bernardo, Hortencio J. Brillantes, Romeo S. Busuego, Irineo R. Cabatit, Tomas G. de Castro, Francisco P. Claravall, Irineo D. Cornista, Juanito C. Dionisio, Candido T. Elbo, Carlos A. Faustino, Guillermo C. Fonacier, Delfin R. Garcia, Engracio D. Guerzon, José F. Imperial, Marciano A. Joven, Reynaldo Lardizabal, Pelayo F. Llamas, Luis Moreno Salcedo, Pablo A. Pena, Generoso P. Provido, Aurelio Ramos, Eutiquio O. Sta. Romana, Eduardo L. Rosal, Simeon R. Roxas, Leopoldo T. Ruiz, Rodolfo H. Severino, Vicente I. Singian, Tagakotta Sotto, Benjamin T. Tirona, Roman V. Ubaldo, Renato A. Urquiola, Doroteo Vite, Alejandro D. Yango. For articles by Mr. Mill on the Philippine Foreign Affairs Training Program, see BULLETIN of Feb. 3, 1946, p. 148, and *American Foreign Service Journal* of April 1946.

designed to assist the Philippines in preparing for the conduct of foreign relations. Under this program selected Filipinos were assigned to the Department of State, and, in some cases, later on to American Embassies abroad, for training as foreign-affairs officers. President Roxas in May 1946 requested that this training program be continued after independence, and the program is still being carried on by the Department of State. Its graduates have been of invaluable assistance to the Philippines in developing its Foreign Service establishments abroad.

On July 4, 1946, President Roxas announced the creation of a Department of Foreign Affairs to handle foreign relations for the new Republic. At the same time he announced that Vice President Elpidio Quirino had been designated to serve concurrently as first Secretary of Foreign Affairs of the Republic of the Philippines. Dr. Bernabe Africa was named to the post of Under Secretary. An American Foreign Service officer of class I, Richard P. Butrick, also was, at the request of President Roxas, detailed by the Department of State to act as Adviser on Foreign Relations to the Republic of the Philippines during the formative months of the Department of Foreign Affairs.

In Executive Order no. 18, dated September 16, 1946, President Roxas provided for the organizational framework of the new Department of Foreign Affairs and Philippine Foreign Affairs Service. On January 17, 1947, Vice President and concurrently Secretary of Foreign Affairs Quirino issued departmental order no. 7 further reorganizing and defining the functions of the various offices and divisions of the Department of Foreign Af-

airs. A series of other organizational orders defining procedure in the Department and in the Foreign Affairs Service were issued during the first year of the Department.

Through the new Department of Foreign Affairs, relations were gradually developed with other nations. A treaty of general relations was signed by the United States and the Philippines on July 4, and shortly thereafter was ratified by the two countries.²⁸ Following the conclusion of this treaty, the Philippines began negotiations with other countries for treaties of general relations. Included among these countries were Great Britain and China. By the end of the first year of the Republic, almost all countries had recognized its independence. Philippine Foreign Service establishments had been opened only in the United States and China, but plans were being made for the imminent opening of posts in other countries. Meanwhile, as provided by article 3 of the treaty of general relations, the United States is representing the Philippines in countries where there is no Philippine representation.

Philippine participation in the United Nations. The Philippines from its birth as an independent nation has loyally and effectively supported the principles and program of the United Nations. In General Carlos P. Romulo, Permanent Representative of the Philippines to the United Nations, the Philippines has had one of the most effective spokesmen in the United Nations.

Future of the Republic

During the second year of the Republic, the challenging problems of the first year will continue to present themselves. Rehabilitation must be speeded up, more basic solutions of the agrarian problem evolved, law and order firmly maintained, aid to Philippine veterans extended, and plans for budgetary and fiscal reforms developed. There is no reason to believe that the present Philippine Government will not continue to press vigorously and resourcefully for a solution of these problems. In the years ahead, difficult as the problems may be, there can be no doubt that the Filipino people will measure up to the test. The Philippine Republic, born on July 4, 1946, is now a full-fledged member of the family of nations.

²⁸ Paul V. McNutt, the last United States High Commissioner to the Philippines, was appointed by President Truman as the first United States Ambassador to the Philippines. Nathaniel P. Davis, a Foreign Service officer of class I, was appointed Minister-Counselor of the Embassy to serve under Mr. McNutt. Mr. McNutt resigned as United States Ambassador on May 8, 1947. President Truman nominated Emmet O'Neal, a former member of Congress from Kentucky, to succeed Mr. McNutt as Ambassador. The Senate confirmed Mr. O'Neal on June 10, 1947, and he was sworn in as Ambassador on June 20, 1947. President Roxas similarly appointed Joaquin M. Elizalde, formerly Philippine Resident Commissioner to the United States and a leading Philippine businessman, as the first Philippine Ambassador to the United States. Narciso Ramos, former Philippine Congressman from Pangasinan, was named Minister-Counselor of the Philippine Embassy.

NOTES RELATING TO OPIUM POLICY IN BURMA

Text of note dated April 24, 1945, from the British Embassy in Washington to the Secretary of State

No. 207
Ref: 1063/16/45

His Majesty's Ambassador presents his compliments to the Secretary of State and has the honour to transmit to him herewith a memorandum which

has been received from Mr. Eden on policy as regards opium in Burma.

Lord Halifax would be glad to be informed, in due course, whether the government of the United States is in agreement with the short term policy set out in part 3 of the memorandum.

BRITISH EMBASSY

Washington, D.C., April 24th, 1945

POLICY AS REGARDS OPIUM IN BURMA

I. Prewar Policy

(1) Cultivation

Upper Burma came under British rule just over fifty years before the Japanese invasion. When the British took over the country the poppy was cultivated for opium manufacture throughout the hills to the east and north. The British Government's policy was to prohibit cultivation, and as administration was extended into the hills the growing of the poppy was progressively reduced until in 1941 there were only three small areas in which opium manufacture was carried on:

- (a) The Shan States east of the Salween including the Wa States,
- (b) the small areas known as the Triangle and the Hukawng Valley in the Kachin Hills,
- (c) the Naga Hills.

Prohibition had not been enforced in (a) because administration was very light, the Wa States not being administered at all as yet. Until 1941 it was not certain whether the Wa States lay in British territory or in China. It was only in that year that the boundary between the two countries was settled and the major portion recognised as British. Large quantities of poppies are grown there and the cultivation can only be controlled when the Government's authority has been established over the turbulent tribes resident in the area.

In (b) administration was only introduced in

1932 and orders had been issued that poppy growing should cease from 1942, and in (c) administration was only introduced in 1939.

In (b) and (c) a very low grade opium was produced fit only for local consumption in the hills: it was only in (a) that any considerable amount was produced and there steps were being taken to limit production to the quantity required for consumption in the Shan States.

(2) Consumption

It is important to recognise that consumption in Burma is by eating as well as by smoking. The Chinese are the chief smokers but some Burmans have also acquired the habit. The majority of consumers however are eaters, and Indians, Burmans and hill tribesmen are all included in the number. All these people are firmly convinced that opium is a protection against fever and dysentery and, whether there is any medical basis for this belief or not, it is firmly ingrained; and opium is also used as an analgesic. Consequently the sudden cutting off of this supply would probably result in widespread suffering and in any case would cause discontent. In the Kachin Hills also opium is used in tribal festivals for the propitiation of the spirits of the forests and in customary ceremonies in connection with marriage, housebuilding, burial or cultivation, and any attempt immediately to alter these ancient customs would cause serious unrest.

June 29, 1947

(3) *Supply*

The Government of Burma's policy in regard to the supply of opium is in accordance with their Treaty obligations. With the ratification of the Hague Convention in 1912 the Government of Burma committed itself to the gradual and effective suppression of opium smoking and as a first step prohibited the sale, import or export and manufacture of prepared opium. The only opium that is available in Burma, therefore, is raw opium. Opium is a Government monopoly and is sold in Government shops. The sale of raw opium is restricted to consumers registered only after careful enquiry into their addiction to opium and supplied with no more than the minimum requirements. All sales are strictly controlled through a system of retail shops managed by Government officials. In Burma proper, the smoking of opium is prohibited except in the case of registered smokers and licences to smoke are only given to proved addicts.

The policy of the Government of Burma in supplying opium to registered consumers is directed towards the elimination of the smuggling trade and is in accordance with their Treaty obligations and with the recommendations of the Commission appointed in 1930 by the League of Nations to enquire into opium smoking in the Far East. Opium for use in Burma is obtained from India, except in the Shan States where shan opium grown in the States east of the Salween is sold. Opium is however produced on a large scale in China and Siam, and if consumers are refused licences or if their supplies are cut too low they resort at once to an illicit supply brought in by smugglers. The policy of sale from shops is intended to make smuggling unprofitable and to limit consumption to recognised addicts. If the Government were suddenly to stop selling opium the country would be flooded with illicit opium, the introduction of which would be impossible to control since Burma's frontier with China and Siam is long and almost throughout its length is hilly and jungle covered; consequently smuggling is easy and though a large preventive staff is maintained adequate prevention is practically impossible. The British Government would be strongly opposed to adopting a policy of total prohibition which could not be enforced, since a law which cannot be enforced is dangerous to the general

moral standard of the country as the habit of law-breaking is liable to spread.

II. Long Term Policy of the Government of Burma

As announced in the British Government's declaration of 10th November 1943, it has been decided to adopt the policy of total prohibition of opium smoking in British Far Eastern territories after they have been liberated from the Japanese. After re-occupation the Government of Burma will thereafter take steps to carry out this policy. It is also the declared policy of the Government of Burma that opium consumption by any means should eventually be suppressed, and the Government is therefore prepared to prohibit opium eating as soon as it appears possible to make such a prohibition effective and to enforce it on the hills without provoking grave unrest. Clearly, however, so long as large supplies are produced in China and Siam and can be smuggled over the border prohibition cannot be made effective. It should be pointed out that although the Chinese Government have issued orders prohibiting poppy cultivation, the Yunnan Provincial Government is faced with the same problems as the Government of Burma in the remote western regions of the Province and has not succeeded in stopping cultivation among the hill peoples on the borders of Burma. The full co-operation with the Government of Burma of neighbouring governments will therefore be required for the prevention of smuggling into Burma. On the British side of the border also the prohibition of production in the Trans-Salween areas will take some time since it will be necessary that full administration control should be established over these areas. So long as administrative control in these remote areas cannot be closely maintained, prohibition by itself will lead, not to the eradication of the sources of supply, but to even more widespread smuggling. At the same time, the continuance of cultivation in no sense implies any protection of the interests of the growers. The Government of Burma is determined to tighten its administration and eventually to stop cultivation. But it must have regard to the smuggling menace and to measures that are practicable.

Under these circumstances the Government of Burma intend to take the following measures in order to secure control with a view to the prohibi-

tion and in the meanwhile wean consumers from the habit. They propose to re-open shops for the sale of opium to licensed consumers and to attempt to under-sell the smuggler. It is not the intention of the Government of Burma to make any profit out of these sales. Its intention is to keep the supply in its own hands, to refuse licences except to addicts and to persons requiring the drug medically, to limit the supplies of consumers as far as possible, and to attempt to cure addicts by medical treatment. It is also its firm intention to take adequate measures to improve methods of agriculture particularly in the direction of producing an acceptable standard of nutrition and of providing alternative crops to replace opium in areas, notably those east of the Salween on the China border, where opium has hitherto been the principal cash crop, on the cultivation of which the local inhabitants have depended almost entirely for their livelihood.

III. Short Term Policy Under Military Administration

Comparatively little is known of the position as regards opium in Burma now. There is evidence of extensive smuggling in areas under enemy occupation whose licit supplies have probably ceased. It is known that the Japanese have in some cases issued opium to consumers engaged on construction work in connection with the Japanese war effort. Prior to the outbreak of war, cultivation was prohibited, or about to be prohibited, in all areas except the Shan States east of Salween. The prohibition however was dispensed with in the Kachin Hills at the time of the Japanese invasion. This was done as licit supplies could not be sent in and as a certain amount of opium was needed for quasi-medical purposes and for tribal ceremonies; also, sudden cessation of supplies was likely to affect the morale of the tribespeople, many of whom are in the Levies and assisting the armed forces in one way or another. The civil authorities are prepared for the reimposition of the ban on cultivation in these areas as soon as the military authorities think it feasible. This opium is however of such bad quality that it can only be used by the local people and would not be bought outside the hills.

During the period of military occupation, it is not proposed to re-open shops unless it is found to be absolutely necessary to do so. It is recognised, however, that the refusal to provide opium

to addicts may cause serious unrest and may make the re-occupation and pacification of Burma more difficult than it would otherwise be. If this is found to be the case it may be necessary to re-open opium shops in some areas and to provide a licit supply.

The American Government has expressed the fear that American soldiers may become opium addicts if they are present in a country where the consumption of opium is not totally prohibited. It should be made clear however that the danger to the troops is from illicit opium and not from shop opium. No one can buy from a shop without a Government permit and soldiers could not therefore obtain the drug direct. Sales to licensed consumers are regulated so that a consumer seldom has any surplus over his own requirements. If American soldiers contract the habit, it will be on account of illicit, smuggled supplies, and consequently the immunity of American soldiers will be much better secured by a policy directed towards the suppression of smuggling, as the British Government's policy is, rather than by a policy of immediate suppression of supplies to native addicts which could not, in practice, be enforced and which would give encouragement to the smuggler.

Text of a note dated August 8, 1945, from the Secretary of State, replying to the note of the British Embassy

845C.114 Narcotics/5-2845

The Secretary of State presents his compliments to the Chargé d'Affaires ad interim of Great Britain and refers to the Embassy's note no. 207, dated April 24, 1945 (reference 1063/16/45), transmitting a memorandum in regard to the policy of the British Government concerning opium in Burma.

The Government of the United States, which is aware of the difficulties of narcotic law enforcement in the Shan States and "excluded areas" of Burma, is appreciative of the British Government's exposition of the various phases of the opium problem in Burma.

Inquiry is made in the Embassy's note whether the Government of the United States is in agreement with the short-term policy under military administration set forth in part III of the memorandum. That policy envisages (1) the reimposition by the civil authorities of the ban on culti-

vation of opium poppies in the Kachin Hills as soon as the military authorities think it feasible and (2) the reopening of opium shops in certain areas if it is absolutely necessary to do so to prevent unrest.

The United States Government regards the short-term policy for Burma under military administration as not consistent with the established United States policy of urging the limitation of the production and use of opium throughout the world strictly to scientific and medicinal requirements. This Government therefore cannot express agreement with the short-term policy outlined in part III of the memorandum.

In view of the policy set forth above and because members of its military forces are stationed in Burma, the Government of the United States feels strongly that opium shops should not be reopened in Burma during the period of military occupation. The competent authorities of the United States state that it has been demonstrated in many parts of the world that easy access to dangerous drugs creates drug addiction and that in areas where opium shops exist, the danger to troops from these shops is equal to the danger from opium in the illicit traffic. For example, the narcotics authorities of the United States have proof that American troops in India are able to obtain both Government opium and illicit opium with little or no effort either by themselves or through intermediaries. A considerable number of American troops have already become opium addicts in India and upon their return to their homes have required special attention. The United States Government hopes that the British Government will not reopen opium shops in any area in Burma under military administration.

The narcotics authorities of the United States learned only recently that the American armed forces in Northern Burma have on occasions used small quantities of opium to make payments to natives for certain services. The War Department, having been immediately notified that this action was a violation of American policy, at once instructed the Theater Commander to prohibit the further use of opium for such purposes.¹ It is regretted that the practice was permitted.

It is noted in part III of the memorandum that the Government of Burma intends, in connection

with its long-term policy after reoccupation, to reopen shops for the sale of opium to licensed consumers in order to secure control with a view to prohibition. In the absence of a statement to the contrary, it is assumed that the Government of Burma proposes to dispense opium through Government shops throughout Burma for use both in smoking and eating. Such action could hardly be regarded by the Government of the United States as at all in consonance with the declaration of policy made in the House of Commons on November 10, 1943 by the Secretary of State for the Colonies, reading:

"His Majesty's Government in the United Kingdom have now decided to adopt the policy of total prohibition of opium smoking in the British and British protected territories in the Far East which are now in enemy occupation and, in accordance with this policy, the prepared opium monopolies formerly in operation in these territories will not be re-established on their re-occupation."

In justification of its contemplated action in Burma, the British Government states that "so long as large supplies are produced in China and Siam and can be smuggled over the border prohibition cannot be made effective" and that "so long as administrative control in these remote areas cannot be closely maintained, prohibition by itself will lead, not to the eradication of the sources of supply, but to even more widespread smuggling." These statements, implying that a Government opium shop system is more effective than prohibition, do not appear to be supported by the experience of the British authorities in Hong Kong. The representative of Canada at the Twenty-third Session of the Opium Advisory Committee stated, with respect to the Hong Kong Opium Monopoly that "If a Monopoly sold only 587 kilogrammes of prepared opium per annum, and if the authorities concerned admitted the illicit minimum consumption to be some 27,800 kilogrammes, there might be a question whether the solution was a Monopoly which apparently handled only 4% of the total sales of prepared opium." The representative of the United Kingdom replied that the British and Hong Kong authorities admitted that the situation was bad and that anxious consideration was being given to the problem. He further stated that he was unable to say whether the monopoly system was still the best way of handling the problem.

¹ This instruction was issued Mar. 9, 1945.

The American representative (the Commissioner of Narcotics) at the Twenty-fourth Session of the Opium Advisory Committee observed that, according to the annual report of the Government of Hong Kong on the traffic in prepared opium for the year 1937 which was under discussion, the total number of opium smokers and heroin addicts obtaining supplies from the illicit traffic in Hong Kong was 64,000 as against some 840 who acquired their opium from British licensed shops. The British representative replied that his Government entirely agreed that the situation in Hong Kong was very unsatisfactory.

The conditions prevailing in Hong Kong, as disclosed by the above statements, are cited as an example of the failure of retail Government shops to reduce opium smoking in the presence of smuggling. In many areas in India and Malaya, according to the annual reports of the British Government and the reports of American observers, large illicit supplies of opium exist in the vicinity of the Government opium shops. As regards British Borneo, the United States Government would be pleased to be informed in due course, after reoccupation has been completed, of the results of the application in that area of the policy of prohibition of the non-medical use of narcotic drugs, including smoking opium.

While recognizing the very real difficulties confronting the British Government in the Shan States and the Sino-Burman border areas generally during the considerable period of time which must elapse before conditions again become stabilized, the Government of the United States cannot but have the most serious misgivings as to the consequences of reopening Government opium shops throughout Burma. This Government feels that it cannot agree to policies such as those outlined in the memorandum which appear, in so far as Burma is concerned, to suspend indefinitely the application of the policy declaration made in the House of Commons November 10, 1943. This Government believes that the pre-war evidence available on this subject affords little or no support for the view that the existence of officially licensed monopoly shops has a restrictive effect on illicit traffic. The evidence on this point from British Far Eastern territories, as mentioned above, seems especially convincing. The Government of the United States is convinced, in the light of its experience, that the only effective

method of handling the opium problem is that of prohibition, together with enforcement. The policy which the Government of Burma proposes to follow could not possibly be considered as a logical step in a process of gradual reduction of the abuse of opium in Burma, but, on the contrary, would merely extend existing abuses and dangers and make solution of the opium problem in the Far East and, in fact, throughout the whole world much more difficult.

The United States Government is concerned because the smuggling of Burmese monopoly opium into this country will doubtless occur just as opium sold by the British shops in India is now being smuggled into the illicit market in the United States. This Government is reliably informed that large quantities of opium are constantly being smuggled from the Shan States into China, Thailand and Lower Burma.

If the British Government could see its way clear to take measures forthwith in Burma which are indubitably in consonance with its public declaration of November 10, 1943, a long step forward toward the solution of a humanitarian problem would be taken. The Government of the United States urges the British Government to reconsider the attitude presented in its memorandum on opium policy in Burma.

DEPARTMENT OF STATE

Washington, August 8, 1945

Text of note dated November 12, 1946, from the British Embassy in Washington to the Secretary of State

Ref: 926/21/46
No. 622

His Majesty's Ambassador presents his compliments to the Secretary of State and with reference to his Note of the 8th August, 1945, (845C.114 Narcotics/5-2845), regarding the policy of His Majesty's Government for the control of the consumption of opium in Burma, Lord Inverchapel wishes to express his regret at the long delay which has occurred in sending a reply.

2. Shortly after the receipt of the Secretary of State's Note, military administration, as the Government of the United States will be aware, having come to an end, the Civil Government of Burma resumed the administration of the country and, notwithstanding the manifold urgent problems arising from the resumption of civil

June 29, 1947

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administration in a devastated country over which two major campaigns have been fought, have since been engaged in reviewing their Opium Policy.

3. In the circumstances, it is no longer necessary to comment in detail on the remarks of the United States Government regarding the policy under military administration. Moreover, any risk to the health of members of United States forces in Burma such as the United States Government were at one time inclined to apprehend, has now been removed by their withdrawal. It suffices to say that His Majesty's Government are advised that while the United States forces were in Burma the British Military Administration at all times took particular pains to discuss this question with the United States local commanders in the field with a view to obviating whatever degree of risk there might have been, that at no time did the United States Commanders consider the risk to be grave, and that no case was reported of American troops acquiring the opium habit in Burma. This conforms to the experience of His Majesty's Government over a very long period in the case of British troops.

4. As regards the long-term policy of the Government of Burma, His Majesty's Government are unable to agree that the policy set forth in Part II of the Memorandum enclosed with the Embassy's Note dated 24th April, 1945, is in any way inconsistent with their Declaration of the 10th November, 1943. In that Declaration they undertook to effect the total prohibition of opium smoking in the territories mentioned and to refrain from the re-establishment of the prepared opium monopolies. The sale of prepared opium in Burma has for some time been a penal offence and it was stated unequivocally in the Memorandum that the Government of Burma would take steps to implement this Declaration, which was in harmony with the policy of eventual suppression of all forms of opium consumption in Burma, which has been their declared policy since 1932 and which, in fact, goes beyond the Declaration. The Government of Burma have accordingly decided that legislation should be enacted at an early

date to make illegal the smoking of opium and the possession of implements for this purpose.

5. So far as concerns raw opium for eating, which is consumed in Burma either for religious and ceremonial reasons or for quasi-medicinal use and which has in the latter case been available through Government monopoly shops to persons registered after careful enquiry as addicts, His Majesty's Government note that the United States Government doubt the value of such shops for the suppression of smuggling, in the light of certain evidence from Hong Kong. His Majesty's Government are unable to accept the validity of the argument on which these doubts were based, but think it unnecessary to enter into any detailed statement of their reasons since the Government of Burma have now decided to abolish the system of licensed shops in Burma and are making administrative arrangements, the details of which are at present under consideration, for the control of the issue of opium for medicinal, quasi-medicinal and scientific uses and for religious and ceremonial purposes.

6. The United States Government will see, therefore, that the Government of Burma have given concrete proof of their anxiety to maintain and develop, notwithstanding the inevitable interruptions of war, their consistent effort to secure the eventual suppression of all forms of opium consumption, which they proclaimed as their goal in 1932. At the same time, the United States Government will appreciate that there is no immediate total solution of this very difficult problem and that the complete and effective suppression of opium consumption in Burma must necessarily take time. The Government of Burma propose to deal vigilantly with any temporary increase in smuggling and the internal illicit trade which may result from the measures now contemplated and are confident that with continued watchfulness the leakage of opium from Burma into the illicit international market which before the war was very small will in future prove no greater.

BRITISH EMBASSY

Washington, D.C.

November 12th, 1946

INTERNATIONAL ORGANIZATIONS AND CONFERENCES

*Calendar of Meetings*¹

In Session as of June 22, 1947		1946
Far Eastern Commission	Washington	Feb. 26
United Nations:		
Security Council	Lake Success	Mar. 25
Military Staff Committee	Lake Success	Mar. 25
Commission on Atomic Energy	Lake Success	June 14
		1947
Commission on Conventional Armaments	Lake Success	Mar. 24
ECOSOC (Economic and Social Council): Human Rights Drafting Committee.	Lake Success	June 9-25
Economic Commission for Asia and the Far East: First Session	Shanghai	June 16-24
German External Property Negotiations (Safehaven):		1946
With Portugal	Lisbon	Sept. 3
With Spain	Madrid	Nov. 12
Inter-Allied Trade Board for Japan	Washington	Oct. 24
		1947
International Conference on Trade and Employment: Second Meeting of the Preparatory Committee.	Geneva	Apr. 10
Congress of the Universal Postal Union	Paris	May 7
Council of Foreign Ministers: Committee To Examine Disagreed Questions of the Austrian Treaty.	Vienna	May 12
International Radio Conference	Atlantic City	May 15
ECITO (European Central Inland Transport Organization): Seventh Session of the Council (Second Part).	Paris	June 17
ICAO (International Civil Aviation Organization): South American Regional Air Navigation Meeting.	Lima	June 17
ILO (International Labor Organization): 30th Session of the International Labor Conference.	Geneva	June 19 (one day)
Permanent International Association of Road Congresses	Paris	June 19
"Journées Médicales de Bruxelles", 21st Session	Brussels	June 21-25
Scheduled for June-August 1947		
Caribbean Commission: Fourth Meeting	Jamaica	June 23-28
International Sugar Council	London	June 24 (one day)
International Congress of River Transportation	Paris	June 26-28

¹ Prepared in the Division of International Conferences, Department of State.

Calendar of Meetings—Continued

German External Property Negotiations (Safehaven) With Turkey . . .	Ankara	June (Undetermined)
International Telecommunications Plenipotentiary Conference	Atlantic City	July 1
International Council of Scientific Unions: Executive Committee	Paris	July 1-2
International Rubber Study Group	Paris	July 1-10
United Nations:		
Economic Commission for Europe: Second Session	Geneva	July 5
Economic Commission for Asia and the Far East: Committee of the Whole.	Lake Success	July 7
ECOSOC (Economic and Social Council):		
Fifth Session	Lake Success	July 19
Narcotic Drugs Commission: Second Session	Lake Success	July 24
Subcommission on Economic Development	Lake Success	Aug. 18 ²
Population Commission: Second Session	Lake Success	Aug. 18 ²
Human Rights Commission: Second Session	Geneva	Aug. 25 ²
Statistical Commission: Second Session	Lake Success	Aug. 28 ²
Social Commission: Second Session	Lake Success	Aug. 28 ²
Committee on Information from Non-Self-Governing Territories . . .	Lake Success	Aug. 28 ²
Special Cereals Conference	Paris	July 9
10th International Conference on Public Education	Geneva	July 14-21
IRO (International Refugee Organization): Third Part of First Session of the Preparatory Commission.	Lausanne	July 15
ICAO (International Civil Aviation Organization):		
South Atlantic Regional Air Navigation Meeting	Rio de Janeiro	July 15
Aerodromes, Air Routes and Ground Aids Division	Montreal	Aug. 19
Fourth International Congress on Microbiology	Copenhagen	July 20-26
Seventh International Congress of Administrative Sciences	Bern	July 23-30
UNESCO (United Nations Educational, Scientific and Cultural Organization): Executive Board.	Paris	July 24
WHO (World Health Organization):		
Expert Committee on Tuberculosis: First Meeting	Paris	July 30
Committee on Administration and Finance	Geneva	Aug. 28
Fourth Session of the Interim Commission	Geneva	Aug. 30-Sept. 14
ILO (International Labor Organization):		
Permanent Agricultural Committee	Geneva	July
Sixth International Conference of Labor Statisticians	Montreal	Aug. 4
Industrial Committee on Iron and Steel Production	Stockholm	Aug. 19
FAO (Food and Agriculture Organization):		
Panel on Soil Erosion Control	Washington	July
Meeting of Specialists on the Control of Infestation of Stored Food Products.	London	Aug. 6
Executive Committee	Geneva	Aug. 21
Annual Conference: Third Session	Geneva	Aug. 25
International Meteorological Organization: Meeting of Technical Commissions.	Toronto	Aug. 4-Sept. 13
International High Frequency Broadcasting Conference	Atlantic City	August or September

² Tentative.

Final Session of the CITEJA, May 6-27, 1947

One of the questions on the agenda of the First Assembly of the International Civil Aviation Organization (ICAO) which was held at Montreal, Canada, from May 6 to May 27, 1947, was the organization of an international committee on air law which would deal not only with public air law matters, but also with questions of private international air law heretofore dealt with by the International Technical Committee of Aerial Legal Experts (CITEJA). Realizing the probability that the organization of the new committee would be definitely provided for by the First Assembly of ICAO, CITEJA arranged to have its sixteenth and last session at Montreal, at the time of the meeting of the assembly, for the purpose of arranging for its liquidation.

Accordingly, the Sixteenth Session of CITEJA was convened on May 10, 1947. The following countries were represented: Australia, Belgium, Canada, Denmark, Egypt, France, Greece, Italy, Luxembourg, the Netherlands, Norway, Portugal, Switzerland, the United Kingdom, the United States, and Yugoslavia. Representing the United States at this session were: Stephen Latchford, Chairman of the United States Section of CITEJA, Aviation Adviser, Aviation Division, Department of State; Emory T. Nunneley, General Counsel, Civil Aeronautics Board; Nathan G. Calkins, Adviser to the General Counsel, Civil Aeronautics Board; and John C. Cooper, Institute for Advanced Study, Princeton, New Jersey.

At the meeting on May 10, the Secretary General of CITEJA submitted a report on the work of CITEJA since the close of its Fifteenth Session (Cairo, Egypt, November 14 to 17, 1946), and CITEJA adopted the report of its commission on the verification of accounts for the year 1946. Two other important subjects were on the agenda, one dealing with the integration of CITEJA into ICAO and the other a consideration of a proposed plan of liquidation.

In as much as the matter of providing for the organization of a new legal committee of ICAO which would take over the activities of CITEJA had not during the current session of the assembly progressed to the point where these two subjects could be adequately treated in the meeting on

May 10, a second meeting of CITEJA was held on May 22. At this meeting consideration was given to a plan of liquidation presented by a member of the United Kingdom Delegation, as reporter. Briefly, this plan dealt with indemnities to the personnel of CITEJA, distribution of the assets, and detailed arrangements for the completion of liquidation. It was explained that it would take until September 1, 1947, to complete work on the CITEJA documents and that it might be necessary to employ some CITEJA personnel beyond that date. The reporter also brought up the question of the disposition of any funds remaining at the time of final liquidation and suggested two possible alternative plans for disposing of the funds: (1) a return of funds to the contributing states on a *pro rata* basis, or (2) turning over the funds to ICAO for the benefit of the CITEJA personnel who might enter the service of ICAO. The report presented showed a balance of approximately 2,843,625 French francs, which, at the present rate of exchange, would amount to approximately \$23,900. There had not, however, been deducted from this balance sums advanced to CITEJA by the French Government, under an agreement entered into in 1943, which amounted to 225,000 francs. Although it was not certain that the French Government would claim repayment of these sums, it was decided to include them tentatively as a liability.

The United States Delegation favored a plan whereby any surplus funds on hand at the time of the liquidation of CITEJA, after the debts of that organization had been paid, would be turned over to ICAO for use by its new legal committee. It was proposed by the French Delegation that the states represented on CITEJA should be asked: (1) whether they desired to have a retirement fund set up for the CITEJA personnel; (2) whether they preferred the United States suggestion of turning over the surplus funds to ICAO without indicating any conditions; or (3) whether they desired to have these funds returned to them. It was agreed to establish a liquidating commission which would submit these proposals to the interested governments. A French, Swiss, and United Kingdom member of CITEJA were ap-

ACTIVITIES AND DEVELOPMENTS

pointed to serve as the three members of the liquidating commission.

At the close of the CITEJA session, the president delivered an address reviewing the accomplishments of the International Technical Committee of Aerial Legal Experts. As an international drafting committee of experts on private law, the CITEJA was created by a resolution adopted by the First International Conference on Private Aerial Law which was held at Paris, France, in October 1925. Its purposes were to establish a program pertaining to private air law to be studied by commissions of experts, to prepare texts of international conventions on private air law for consideration at periodic international conferences, and to elaborate progressively a single international code of private air law. Before the outbreak of war, 27 countries were represented on CITEJA and were making contributions toward the expenses of its secretariat.

U.S. DELEGATION TO TWENTY-FIRST SESSION OF JOURNÉES MÉDICALES

[Released to the press June 19]

The Secretary of State announced on June 19 that the President has approved the composition of the United States Delegation to the twenty-first session of the Journées Médicales, which is scheduled to be held at Brussels from June 21 to 25, 1947. The nominations of the delegates were based upon the recommendations of the Navy Department, the War Department, and the Federal Security Agency. The Delegation is as follows:

Chairman

Capt. Arthur W. Loy, M.C., U.S.N., Assistant Naval Attaché, American Embassy, London

Delegates

Col. Francis M. Fitts, M.C., U.S.A., Office of the Surgeon, Headquarters Command, European Command
Surgeon Robert W. Blach, U.S. Public Health Service, Federal Security Agency, American Consulate, Rotterdam

The twenty-first session of the Journées Médicales is one in a series of meetings which were held annually before the war with the objective of keeping the practicing physician in touch with current research. Distinguished doctors were invited to discuss the contributions in their particular field. The first meeting after the war was held in June 1946.

The forthcoming meeting will provide an op-

portunity for representatives of the medical profession from the various countries to meet and exchange information concerning recent developments in the science of medicine. An exposition will be held in connection with the meeting.

U.S. TO MEET WITH INTERNATIONAL RUBBER STUDY GROUP

[Released to the press June 19]

The United States has accepted an invitation from the Government of France to participate in a meeting of the International Rubber Study Group, to be held in Paris from July 1 to July 10, 1947, the Department of State announced on June 19.

The Rubber Study Group was organized as a forum for the informal discussion of problems confronting the countries most interested in rubber. Members of the Group attending previous meetings (which were held in Washington in 1945, in London in 1945, and at The Hague in 1946) were the United States, the United Kingdom, France, and the Netherlands. These countries will be joined at Paris by approximately 11 others which have applied for membership since the last meeting.

The United States Delegation is as follows:

Delegate

Donald D. Kennedy, Chief, International Resources Division, Department of State

Alternate

William T. Phillips, Special Assistant on Commodity Policy, International Resources Division, Department of State

Advisers

H. C. Bugbee, Attaché, American Embassy, London
Rear Admiral C. E. Braine, U.S. Navy
Everett G. Holt, Rubber Adviser, Department of Commerce
P. W. Litchfield, Chairman, The Goodyear Tire and Rubber Company
J. Ward Keener, Vice President, B. F. Goodrich Company
George M. Tisdale, Vice President, United States Rubber Company
Howard W. Jordan, President, Pennsylvania Rubber Company
A. L. Viles, President, Rubber Manufacturers' Association, Inc.
R. D. Young, President, Rubber Trade Association of New York

Secretary

George H. Alexander, Commodity Specialist, International Resources Division, Department of State

Department of State Bulletin

U.S. DELEGATION TO ICAO MEETINGS IN LIMA AND RIO DE JANEIRO

[Released to the press June 17]

The Secretary of State announced on June 17 that the United States Delegation to two regional air-navigation meetings of the International Civil Aviation Organization (ICAO) has left for South America. The first of these meetings, the South American Regional Air Navigation Meeting, is scheduled to be held at Lima from June 17 to July 7, and the second, the South Atlantic Regional Air Navigation Meeting, is scheduled to be held at Rio de Janeiro from July 15 to August 7. The composition of the United States Delegation was approved by the President. Nomination of the delegates was submitted by the Secretary of State upon the recommendations of the Air Coordinating Committee, the Technical Division of the ICAO, and of the interested departments and agencies of the Government. The Delegation is as follows:

Chairman

Glen A. Gilbert, Chairman, Special Missions, Office of the Administrator, Civil Aeronautics Administration, Department of Commerce

Vice Chairmen

Kendall G. Hathaway, Assistant Technical Adviser, Air Regulations, Civil Aeronautics Board
Maj. Gen. Laurence S. Kuter, U.S. Representative, International Civil Aviation Organization

Delegates

James F. Angier, Civil Aeronautics Administration, Department of Commerce
Clifford P. Burton, Civil Aeronautics Administration, Department of Commerce
Louis Harmantas, Aeronautical Meteorology, Weather Bureau, Department of Commerce
L. Ross Hayes, Civil Aeronautics Administration, Department of Commerce
Lt. Comdr. John D. McCubbin, U.S.C.G., Search and Rescue Agency, U.S. Coast Guard
Ray F. Nicholson, Civil Aeronautics Administration, Department of Commerce

Advisers

John S. Anderson, Aeronautical Radio, Inc., Washington, D.C.
Comdr. George Clifford, U.S.N., Civil Aviation Section, Office of the Chief of Naval Operations, Navy Department¹
James D. Durkee, Chief, International Aviation Section, Federal Communications Commission
Lt. Comdr. G. E. Howarth, U.S.C.G., Chief, Navigational

Section, Electronics Engineering Division, U.S. Coast Guard

Capt. Charles W. Lord, U.S.N., ICAO Coordinator, Office of the Chief of Naval Operations, Navy Department¹
Donald W. Nyrop, ICAO Representative for the Air Transport Association

Col. Carl Swyter, U.S.A., Technical Assistant to the Assistant Chiefs of Staff for Plans and Operations, War Department

Secretary of the Delegation

J. Ward Lowe, Division of International Conferences, Department of State

Administrative Assistant

Mary Bean, Civil Aeronautics Administration, Department of Commerce

The regional meetings at Lima and Rio de Janeiro are the sixth and seventh respectively in a series of nine regional meetings, originally scheduled by the Provisional International Civil Aviation Organization (PICAO), to recommend on an area basis procedures, standards, and systems of air navigation and air facilities required for international air travel and routes. Invitations to the forthcoming meetings were issued by the Secretary General of the PICAO, on behalf of the interim council of that organization, to all the member governments within the respective geographic regions, including governments whose airlines are prospective operators and who contribute facilities within the region. The nonmember governments which come under these categories were invited to send observers. The continuation of this practice of conducting regional meetings to study flying problems, which was begun under the PICAO, was agreed to and endorsed by the permanent organization when it held its first general assembly at Montreal last month.

The agenda of the Lima and Rio de Janeiro meetings are expected to follow the pattern of former regional meetings and to consider standards and their application to the requirements of the South American and South Atlantic regions in the following six fields: air-traffic control; aerodromes, air routes, and ground aids; communications; meteorology; operating standards; and search and rescue. The regional groups also conduct inventories and make recommendations on all air-navigation facilities within the regions.

¹Commander Clifford will attend the Lima meeting; he will be replaced at Rio de Janeiro by Captain Lord.

June 29, 1947

THE RECORD OF THE WEEK

Universal Training—A Support for Foreign Policy

ADDRESS BY THE PRESIDENT¹

PRESIDENT DODDS, DISTINGUISHED GUESTS, LADIES
AND GENTLEMEN :

It is with a great deal of pleasure, and much pride, that I am now able to count myself as a member of the Princeton family. Princeton University has conferred an honor upon me for which I am deeply grateful. I consider it a special privilege to have received the degree of Doctor of Laws at the Final Convocation of the Bicentennial Year in the presence of this distinguished company.

On an earlier occasion of equal significance in the history of this University, the President of the United States, Grover Cleveland, spoke in 1896 at the Princeton Sesquicentennial Ceremonies. President Cleveland seized that opportunity to charge our colleges and universities with the task of supplying a "constant stream of thoughtful, educated men" to the body politic—men who were eager to perform public service for the benefit of the Nation. He chided our institutions of higher learning for their lack of interest in public affairs and held them responsible for the disdain with which many of the best-educated men of the day viewed politics and public affairs.

Happily for us, that attitude on the part of our universities vanished long ago. I am certain that no observer of the American scene in recent years has detected any reluctance on the part of our educators to enter the political arena when their services have been needed. And our schools have made much progress in supplying the "constant stream of thoughtful, educated men" for public service called for by President Cleveland half a century ago.

¹ Delivered at commencement exercises at Princeton University, Princeton, N.J., on June 17, 1947, and released to the press by the White House on the same date.

That task is more important today than at any previous time in our national history.

In our free society, knowledge and learning are endowed with a public purpose—a noble purpose, close to the heart of democracy. That purpose is to help men and women develop their talents for the benefit of their fellow citizens. Our advance in the natural sciences has led to almost miraculous achievements, but we have less reason to be proud of our progress in developing the capacity among men for cooperative living. In the present critical stage of world history, we need, more than ever before, to enlist all our native integrity and industry in the conduct of our common affairs.

The role of the United States is changing more rapidly than in any previous period of our history. We have had to assume world-wide responsibilities and commitments. Our people have placed their trust in the Government as the guardian of our democratic ideals and the instrument through which we work for enduring peace.

The success of the Government's efforts in achieving these ends will depend upon the quality of citizenship of our people. It will also depend upon the extent to which our leaders in business, labor, the professions, agriculture, and every other field appreciate the role of their Government and the greatness of its tasks.

Our schools must train future leaders in all fields to understand and concern themselves with the expanded role of government, and—equally important—to see the need for effective administration of the Government's business in the public interest.

I call your attention particularly to the problem of effective administration within the Government, where matters of unprecedented magnitude and complexity confront the public servant. If our

national policies are to succeed, they must be administered by officials with broad experience, mature outlook, and sound judgment. There is, however, a critical shortage of such men—men who possess the capacity to deal with great affairs of state.

The Government has recruited from our academic institutions many members of its professional staffs—geologists, physicists, lawyers, economists, and others with specialized training. These men are essential to the conduct of the Government and the welfare of the Nation. But we have been much less effective in obtaining persons with broad understanding and an aptitude for management. We need men who can turn a group of specialists into a working team and who can combine imagination and practicability into a sound public program.

All large organizations, public or private, depend on the teamwork of specialists. Coordination is achieved by administrators trained to assemble the fruits of specialized knowledge and to build on that foundation a sound final decision. Men trained for this kind of administrative and political leadership are rare indeed.

In the task of finding and training men and women who will add strength to the public service, universities have a particular responsibility. They should develop in their students the capacity for seeing and meeting social problems as a whole and for relating special knowledge to broad issues. They should study the needs of government and encourage men and women with exceptional interests and aptitudes along the necessary lines to enter the government service.

The Woodrow Wilson School of Public and International Affairs of this University was established with this purpose in mind. It seeks to prepare students for public careers. It is significant that the School bears the name of a statesman whose concept of civic duty contributed so much to the Nation and to the world.

Of course, the Government cannot and does not expect to rely entirely upon our educational institutions for its administrators. It must bring into service from business and labor, and the professions, the best qualified persons to fill posts at all levels.

The Government must take several steps to make

its career service more attractive to the kind of men and women it needs.

Salary limitations prevent the government, in many instances, from securing the kind of executives required to manage its vital activities. Capable administrators are too frequently drawn away from government to private positions with salaries many times what they could earn in government service. This situation can be remedied only by laws to bring salaries more nearly into line with the heavy responsibilities that executives carry at the higher levels in the public service.

The complexities of the tasks now facing our top officials force them to spend most of their time in studying matters of policy. These officials should be supported by a career group of administrators skilled in the various aspects of management. If capable men and women can look forward to holding such posts as a reward for able service, they will be more eager to accept government employment.

Because of the difficult tasks of government today, we should plan a program for the systematic training of civilian employees once they have entered the public service. It is not generally possible at the present time for the Federal Government to send its employees to universities for special short-term training programs. Nor is it permissible under existing law to spend Federal funds for Government schools to develop the knowledge and techniques required by officials in their work.

This is a problem that can be solved only by the joint efforts of the Government and the universities. Training programs can be formulated both on the job and on the campus. The Government must make provision for its employees to participate. The universities will need to provide courses well adapted to increasing the effectiveness of the employee in his job. Such a plan is certain to pay substantial dividends.

I have been speaking about the important contribution which educational institutions can make in the service of the Nation through preparing men and women to administer our far-flung public enterprises.

Another contribution which I regard as important at this time is support for a program of universal training. I consider such a program vital to the national welfare. Since universal training

necessarily affects young men of college age, I believe that our educational institutions should be particularly aware of the need for such a program and what it can accomplish.

The recent war left in its wake a tremendous task of repair and reconstruction, of building a new and orderly world out of the economic and social chaos of the old. It is a task too great for us, or for any other nation, to undertake alone. Even though we are contributing generously and wholeheartedly, no single nation has the means to set the world aright. It is a job for all nations to do together. Unfortunately, however, generosity of impulse and abundant good will are not enough to insure the political stability essential to social and economic reconstruction. Peace-loving nations can make only slow progress toward the attainment of a stable world—in which all peoples are free to work out their own destinies in their own way—unless their moral leadership is supported by strength.

Weakness on our part would stir fear among small or weakened nations that we were giving up our world leadership. It would seem to them that we lacked the will to fulfil our pledge to aid free and independent nations to maintain their freedoms or our commitments to aid in restoring war-torn economies. In such an atmosphere of uncertainty, these nations might not be able to resist the encroachments of totalitarian pressures.

We must not let friendly nations go by default.

A few days ago, I sent to the Congress a report outlining a program designed to provide this country with the military strength required to support our foreign policy until such time as the growing authority of the United Nations will make such strength unnecessary. That report was prepared by an advisory commission of distinguished citizens, one of whom was President Dodds. The commission reported its belief that the United States should have small professional armed forces. These should be supported by a reserve of trained citizens, derived from a carefully planned program of universal training for young men. Without such training, in the opinion of the commission, we cannot maintain effective reserves. Hence the commission regards universal training as an essential element in a balanced program for security.

Universal training represents the most democratic, the most economical, and the most effective method of maintaining the military strength we

need. It is the only way that such strength can be achieved without imposing a ruinous burden on our economy through the maintenance of a large standing armed force.

The justification for universal training is its military necessity. However, it is a matter of deep concern to me that the training program shall be carried out in a manner that will contribute materially to the health and character of our young men. I am certain that the kind of training recommended in the report of the advisory commission will not only make our youth better equipped to serve their country but better mentally, morally, and physically. The experience of living together and fulfilling a common responsibility should strengthen the spirit of democracy. It will be an experience in democratic living, out of which should come in increased measure the unity so beneficial to the welfare of the Nation.

We must remember, above all, that these men would not be training in order to win a war but in order to prevent one.

I am confident that our educational institutions understand the need for universal training and recognize it as a vital responsibility of citizenship in our day.

The obligations of our educational institutions which I have been discussing are great, but in the world today there is a still greater obligation. It is the obligation of service to all nations in the cause of lasting peace.

There can be no greater service to mankind, and no nobler mission, than devotion to world peace.

The course has been charted.

The constitution of the United Nations Educational, Scientific and Cultural Organization states the basic truths by which we must be guided. That constitution reads: "Since wars begin in the minds of men, it is in the minds of men that the defenses of peace must be constructed."

The construction of the defenses of peace in the minds of men is the supreme task which our educational institutions must set for themselves.

This convocation is a symbol of what our educational institutions can do in the cause of peace. It marks the end of a great series of conferences, attended by scholars from all over the world, who assembled here for free discussion of the most challenging problems facing men today.

The special significance of these meetings is that

they restored bonds in many fields of learning between our own and other lands—bonds which had been impaired by the war. The resumption of meetings of scholars, businessmen, religious leaders, and government officials is evidence of our conviction that the peace must "be founded, if it is not to fail, upon the intellectual solidarity of mankind."

Free and inquiring minds, with unlimited access to the sources of knowledge, can be the architects of a peaceful and prosperous world.

As we gain increasing understanding of man, comparable to our increasing understanding of matter, we shall develop, with God's grace, the ability of nations to work together and live together in lasting peace.

Committee To Study Effect of Foreign Aid on Domestic Economy

STATEMENT BY THE PRESIDENT

[Released to the press by the White House June 22]

The impact upon our domestic economy of the assistance we are now furnishing or may furnish to foreign countries is a matter of grave concern to every American. I believe we are generally agreed that the recovery of production abroad is essential both to a vigorous democracy and to a peace founded on democracy and freedom. It is essential also to a world trade in which our businessmen, farmers, and workers may benefit from substantial exports and in which their customers may be able to pay for these goods. On the other hand, the extent to which we should continue aiding such recovery is less easy to ascertain and merits most careful study.

Much attention has already been given to these questions by various agencies of the Government, as well as by a number of well-informed and public-spirited citizens. The results of current study and discussion have not, however, been brought together and objectively evaluated in a form suitable for guidance in the formulation of national policy.

Accordingly, I am creating immediately three committees to study and report to me within the shortest possible time on the relationship between any further aid which may be extended to foreign countries and the interests of our domestic economy. Two of these studies will be conducted within the Government; the third will be conducted by a nonpartisan committee of distinguished citizens headed by the Secretary of Commerce.

Of the two studies to be conducted within the Government, one will deal with the state of our

national resources and will be made by a committee of specialists under the direction of the Secretary of the Interior. The other governmental study will deal with the impact on our national economy of aid to other countries and will be conducted by the Council of Economic Advisers.

The nonpartisan committee will be requested to determine the facts with respect to the character and quantities of United States resources available for economic assistance to foreign countries and to advise me, in the light of these facts, on the limits within which the United States may safely and wisely plan to extend such assistance and on the relation between this assistance and our domestic economy. This committee will be drawn from representatives of American business, finance, labor, agriculture, and educational and research institutions. In carrying out its work this committee will have the benefit of the studies which are to be made within the Government, as well as the materials already prepared by various Government agencies.

The names of those being asked to serve on the committee are as follows:

Hiland Batcheller, President, Allegheny-Ludlum Steel Corp., Pittsburgh, Pa.

Robert Earle Buchanan, Dean, Graduate College, Iowa State College, Ames, Iowa

W. Randolph Burgess, Vice-Chairman, National City Bank of New York, New York, N.Y.

James B. Carey, Secretary-Treasurer, C.I.O., Washington, D.C.

John L. Collyer, President, B. F. Goodrich Company, Akron, Ohio

(Continued on page 1315)

Program for Utilization of Aid to Greece

EXCHANGE OF NOTES BETWEEN THE U.S. AND GREEK GOVERNMENTS¹

[Released to the press on June 18]

Text of United States note to Greek Government

May 26, 1947.

In response to an appeal by the Greek Government in its note of March 3, 1947² to the Government of the United States, and through it to the American people, for financial, economic and expert aid to assist the Greek people in restoring their country, the President of the United States on March 12, 1947,³ requested from the Congress the necessary authority to permit him to extend the help requested.

The Government of the United States now informs the Greek Government that the President has been authorized to extend assistance to Greece under the provisions of an Act of Congress signed May 22, 1947.⁴

The Government of the United States will welcome an indication from the Greek Government of its general recovery program and assurances that the proffered assistance will be effectively utilized. This Government will also welcome assurances from the Greek Government that it is prepared to enter into negotiations leading to a mutually acceptable agreement between the two Governments on the terms under which American aid will be extended.

Text of Greek Government's reply

June 15, 1947.

The Greek Government acknowledges the note of the United States Government of May 26, 1947, informing it that the President of the United States has been empowered by Congressional action to extend assistance to Greece. The hearts of the Greek people are profoundly touched by this proof of the generosity and good will of the Ameri-

can people and of the benevolent interest of a great and friendly nation in the welfare of Greece. The Greek Government, on its own behalf and on behalf of the Greek people, wishes to express its deepest appreciation for this magnanimous response to the request of the Greek Government and takes this opportunity to repeat that it turned to the United States for aid only because the devastating results of the war were such as to render impossible the enormous task of reconstruction with the resources remaining to Greece after years of conflict and enemy occupation.

The Greek Government wishes to give assurances that any assistance it may receive will be used in conformance with the purposes for which it may be made available. Aid given for military purposes will be used in the restoration and maintenance of internal order. Aid furnished for the economic recovery and physical reconstruction of the country will be expended in a manner which will have a lasting beneficial effect on the country as a whole.

The Greek Government also wishes to make known at this time its own plans for action which will lay a basis for American assistance in Greek recovery and reconstruction.

The Greek people realize that ultimate solution of their problem requires great and continuous effort by themselves. They are aware that the extensive aid of the United States will not alone be sufficient to meet the large costs of restoring public order and reconstructing productive facilities over a period of years. The Greek Government will lead its people in their effort to achieve these ends. This responsibility entails the composing of internal differences, the collection of more revenues, the rebuilding of foreign trade, the conservation of foreign exchange, the reconstruction of public works, the improvement of government administration, assistance and guidance to agriculture and industry, establishment of protective labor measures, encouragement of democratic organizations among economic and social groups, measures to

¹ Printed from telegraphic text.

² BULLETIN of Mar. 16, 1947, p. 493.

³ BULLETIN of Mar. 23, 1947, p. 534.

⁴ BULLETIN of June 1, 1947, p. 107.

control inflation and assure equitable distribution of supplies and services, and the restraint of excesses and extravagances on the part of any segment of the population. The Greek Government will undertake these and all other necessary measures to marshal Greece's own resources to the fullest extent in attaining the ends for which American assistance may be extended. This organization of Greek effort will require economic contributions and cooperation from all.

The Greek Government is ever mindful that primary responsibility for the economic welfare of the country rests with the Greek Government, and it is therefore proceeding with plans for the early institution and vigorous administration of those measures which will enable full use of capital, productive facilities, manpower resources and natural wealth to be found in Greece. Certain measures proposed by the Greek Government are stated in general terms in this note; these and other measures will be developed further after consultation with American advisers.

In order to achieve budgetary balance and economic stability at the earliest possible time the Greek Government will undertake to rehabilitate its national and local revenue system by all necessary measures including the modernization of tax administration, elimination of tax evasion and the use of every practicable source of revenue. Full regard will be given to the equitable distribution of the tax burden and to the principle of ability to pay. Measures will be taken to control and curtail expenditures of the Government. The Government audit and accounting system will be strengthened, and the budget will be published and used as an effective control of expenditures.

With a view to steadily increasing the ratio of official acquisitions of foreign exchange to import requirements, a program will be undertaken to increase the amounts of foreign exchange coming into the Greek economy through normal commercial channels. Vigorous efforts to increase exports, including the resumption of the export of olive oil and the rebuilding of foreign markets, will be made. Measures will be adopted to assure the operation of Greek shipping in a manner which will provide the greatest benefit for the national economy. Existing regulations on the import and export of foreign exchange will be enforced and strengthened by all possible means. To make the

most effective use of available exchange, imports will be limited to those which are essential to the Greek economy, and they will be brought in as an integral part of a national import program which includes goods purchased with American aid. The planning and supervising of the administration of the program of public and private imports and exports will be centralized in a Foreign Trade Committee comprising Greek and American technicians and headed by an American in the employ of the Greek Government.

To guard against further inflation, a vigorous program will be undertaken to hold down prices and to establish an equitable relationship between prices and wages. As further deterrents to inflation, rent control and rationing of commodities will be continued and controls on credit and banking will be instituted.

The agricultural and industrial production of the country will be increased by Government guidance and financial assistance. Unduly restrictive taxes, detrimental employment practices and monopoly regulations will be re-examined, and all unnecessary deterrents to production eliminated. To this end the Greek Government will encourage increased labor productivity while fostering the right of workers to organize and join free democratic labor unions and to engage in activities to promote their mutual protection and economic status.

In order to fill its increasingly active role in guiding the recovery and reconstruction efforts during the American aid program, the Government will undertake an extensive program to improve its governmental organizations and civil service, which were so disrupted by the long years of war.

The Greek Government wishes to take this opportunity to renew its request to the United States Government for American personnel who can assist in the Greek recovery effort, including a special American Mission to administer the extension of American aid, observe its use by the Greek Government and advise the Greek Government. In order to expedite recovery in Greece and because of the large financial contribution of the United States to Greece, the Mission should participate in the development of revenue and expenditure policies, approve government expenditures for activities which directly or indirectly involve the use

of American aid, take part in the planning of the import program, and approve the use of foreign exchange. The Greek Government would also wish the Mission to assist in execution of reconstruction projects, improvement of public administration, technical training of civil servants and other personnel, continuation of the health program, development of exports, programming and disposition of government purchased supplies, promotion of agricultural and industrial recovery, and regulation of wages and prices. In general the Greek Government will wish to consult with the Mission before taking any economic steps which might affect the success of the American aid program.

In addition to the members of the Mission who will act as representatives of the United States Government, the Greek Government wishes the assistance of the United States Government in employing a limited number of American experts to act in technical and supervisory capacities within the Greek Government. The Government will continue a Currency Committee consisting of Greeks and foreign experts with functions modified to fit in with those of the American Mission. As mentioned above, a Foreign Trade Administration,

headed by an American technician, is also planned.

In the light of the recent legislation by the Congress of the United States and of the views expressed by the United States Government in its note of May 26, 1947, and by the Greek Government in this note, it is suggested that the two Governments should enter into a formal agreement on these matters.

Text of United States note to Greek Government

June 18, 1947.

The Government of the United States acknowledges the note of the Greek Government of June 15, 1947 setting forth in general terms the Greek Government's recovery program.

This Government notes with satisfaction the assurances of the Greek Government that American aid will be effectively utilized in accordance with the purposes for which it is being extended. This Government also welcomes the assurances of the Greek Government that it is prepared to enter into negotiations leading to a mutually acceptable agreement on the terms under which this aid will be extended and has authorized the American Ambassador in Greece to negotiate such an agreement with the Greek Government.

TEXT OF AGREEMENT ON AID TO GREECE*

The Government of Greece having requested the Government of the United States for financial, material and technical assistance to avert economic crisis, promote national recovery, and restore internal tranquillity; and

The Congress of the United States, in the Act approved May 22, 1947, having authorized the President of the United States to furnish such assistance to Greece, on terms consonant with the sovereign independence and security of the two countries; and

The Government of Greece, in a note to the Government of the United States of June 15, 1947, having proposed certain measures within Greece which it deems essential to the effective use of United States assistance and of Greece's own resources in promoting reconstruction and recovery in Greece as soon as possible; and

The Government of the United States and the Government of Greece believing that the furnish-

ing of such assistance will help to achieve the basic objectives of the Charter of the United Nations and will further strengthen the ties of friendship between the American and Greek peoples:

The undersigned, being duly authorized by their respective Governments for that purpose, have agreed as follows:

Article I

The Government of the United States will furnish the Government of Greece such assistance as the President of the United States may authorize to be provided in accordance with the Act of Congress approved May 22, 1947, and any Acts amendatory or supplementary thereto.

Article II

The Government of Greece will make effective use of any assistance furnished to Greece by the United States and of Greece's own resources in

* Printed from telegraphic text.

order to advance reconstruction and secure recovery in Greece as soon as possible. To this end the Government of Greece has already undertaken, and hereby agrees, to effectuate the measures proposed in its note of June 15, 1947 to the Government of the United States and will take such further action as may be appropriate.

Article III

The Government of the United States will send to Greece a mission to be known as the American Mission for Aid to Greece (hereinafter referred to as the American Mission). The Chief of the American Mission designated by the President of the United States will represent the Government of the United States on matters relating to the assistance furnished under this Agreement.

Article IV

The Chief of the American Mission will determine, in consultation with representatives of the Government of Greece, the terms and conditions upon which specified assistance shall from time to time be furnished under this Agreement. Under the direction of the Chief, the Mission will provide such advisory assistance and will exercise such functions as are necessary and proper to assist the Government of Greece to make the most effective use of any assistance furnished to Greece by the United States and of Greece's own resources and thereby to advance reconstruction and secure recovery in Greece as soon as possible. Certain of these functions are contained in the measures proposed by the Government of Greece in its note of June 15, 1947.

Article V

The Government of Greece will furnish all practicable assistance to the American Mission to facilitate the performance of its functions, the movement of Mission personnel to, in or from Greece, the employment of Greek nationals and residents, the acquisition of facilities and services, and the performance of other activities of the Mission. The personnel of the American Mission and the property of the Mission and of its personnel shall enjoy in Greece the same privileges and immunities as are enjoyed by the personnel of the United States Embassy in Greece and the property of the Embassy and of its personnel.

June 29, 1947

Article VI

The Government of Greece will permit the members of the American Mission to observe freely the utilization of assistance furnished to Greece by the United States. The Government of Greece will maintain such accounts and records, and will furnish the American Mission such reports and information, as the Mission may request for the performance of its functions and responsibilities.

Article VII

The Government of Greece and the Government of the United States will cooperate in assuring the peoples of the United States and Greece full information, consistent with the security of the two countries, concerning the assistance furnished to Greece by the United States. To this end—

(1) representatives of the press and radio of the United States will be permitted to observe freely and to report fully regarding the utilization of such assistance; and

(2) the Government of Greece will afford the American Mission opportunity for, and will cooperate with it in providing, full and continuous publicity within Greece, including periodic reports by the Mission, as to activities under this Agreement and the purpose, source, character, scope, amounts, and progress of such assistance.

Article VIII

The Government of Greece will make such provisions as may be required by the President of the United States for the security of any article, service, or information received pursuant to this Agreement. It will not transfer, without the consent of the President of the United States, title to or possession of any such article or information nor permit, without such consent, the use of any such article or the use or disclosure of any such information by or to anyone not an officer, employee, or agent of the Government of Greece or for any purpose other than that for which the article or information is furnished.

Article IX

The Government of Greece will not use any part of the proceeds of any loan, credit, grant, or other form of aid rendered pursuant to this Agreement for the making of any payment on account of the

principal or interest on any loan made to it by another foreign government.

The Government of Greece will not, except with the approval of the Government of the United States, allocate any funds or make available any foreign exchange for payment of principal or interest on the foreign indebtedness now in suspense of the Government of Greece and of all public and private debtors.

Article X

Any or all assistance authorized to be provided pursuant to this Agreement will be withdrawn—

(1) If requested by the Government of Greece representing a majority of the Greek people;

(2) If the Security Council of the United Nations finds (with respect to which finding the United States waives the exercise of any veto) or the General Assembly of the United Nations finds that action taken or assistance furnished by the United Nations makes the continuance of assistance by the Government of the United States pursuant to this Agreement unnecessary or undesirable;

(3) Under any of the other circumstances speci-

fied in section 5 of the aforesaid Act of Congress or if the President of the United States determines that such withdrawal is in the interest of the United States; or

(4) If the Government of Greece does not take reasonable steps to effectuate those measures proposed in its note of June 15, 1947 or subsequently agreed upon which are essential to reconstruction and recovery in Greece.

Article XI

This Agreement shall take effect as from this day's date. It shall continue in force until a date to be agreed upon by the two Governments.

Article XII

This Agreement shall be registered with the United Nations.

Done in duplicate, in the English and Greek languages, at Athens, this 20th day of June, 1947.

LINCOLN MACVEAGH

For the Government of the United States

CONSTANTINE TSALDARIS

For the Government of Greece

New Ambassador of Greece Presents Credentials

TEXT OF THE REMARKS OF AMBASSADOR VASSILI DENDRAMIS

[Released to the press June 9]

MR. PRESIDENT: Having been called by my Government to assume the office of Ambassador of Greece to the United States of America, I have the honor to present to you, Mr. President, the Letters of Credence by which His Majesty the King of the Hellenes, my August Sovereign, accredits me to the President of the United States.

I am greatly honored by this mark of my Government's confidence, and in the exercise of my functions as Ambassador it will be my especial concern not only to maintain but to draw closer the ties of cordial friendship so happily existing between the United States of America and my country. In this I shall count upon the support and good-will which I beg you, Mr. President,

to extend to me, as also upon the friendly assistance of the Government of the United States.

I desire, in the first place, to pay tribute to the generous thought that has prompted your program of assistance to Greece. It bears witness to a high conception of solidarity among the nations, with a view to the maintenance of the free democratic institutions that are a guarantee of peace and security. In the critical moments through which my country is passing there could be no more heartening gesture. Your decision, Mr. President, and that of the Congress of the United States, is at once generous and far-sighted, and the Greek people are profoundly and unanimously grateful.

Greece has ever placed her faith in those democratic ideals for which our two countries lately took up arms. At this moment my Government's principal concern is to ensure fulfilment of the Greek people's desire for stability within the country combined with external security. It is firmly convinced that in this endeavor it will enjoy the support of the United States, so that the democratic ideals and international justice for which our Allies and Greece fought may become reality.

The people of Greece hold your country in higher regard and affection than ever before. The United States of America is today the symbol and the hope of freedom for the peoples of the world. The people of Greece have been stricken by the tempest of war—a war in which they gave their all—and now they turn in gratitude to their country's great Ally, whose interest in their welfare, now demonstrated actively, affords the surest guarantee of my country's future.

TEXT OF THE PRESIDENT'S REPLY

[Released to the press June 9]

MR. AMBASSADOR: It is a great pleasure to accept the Letter of His Majesty the King of the Hellenes accrediting you as Ambassador Extraordinary and Plenipotentiary of Greece to the Government of the United States of America.

There have long existed between the American people and the Greek people strong ties of sympathy and friendship. Ideals of freedom and democratic government born in ancient Greece were a primary source of inspiration to the founders of the American Republic and to the authors of our Constitution. Not many years after our nation came into existence the youthful United States gave sympathy and encouragement to the Greek people in their struggle for freedom. These cordial bonds between our two countries have never been broken.

I note with satisfaction your Excellency's friendly reference to the assistance which the Congress has recently authorized me to extend to the Greek people. It is my hope, as it is the hope of the American people, that the aid which we extend to your country will help to bring about the speedy restoration of tranquillity, of economic stability, and of national unity which will assure the Greek people the possibility of working toward a happier future through the maintenance and development of free institutions.

I most sincerely welcome you to this country as the representative of a nation for which all the American people have a profound admiration.

I shall be grateful, Mr. Ambassador, if you will

convey to your Sovereign my appreciation for his friendly message and my best wishes for his personal happiness.

George C. McGhee Appointed Coordinator of Aid to Greece and Turkey

The Secretary of State on June 18 announced the appointment of George C. McGhee as Coordinator of Aid to Greece and Turkey.

Mr. McGhee, Special Assistant to William L. Clayton, Under Secretary for Economic Affairs, will officially assume his new post within a few days. He already has coordinated the initial formulation of plans and personnel for the Greek and Turkish missions both in the Department and as the deputy chairman of an interdepartmental committee.

As Coordinator of the missions, Mr. McGhee will be attached directly to the Under Secretary of State for the purpose of assisting and expediting the work of the Chiefs of the aid missions. He will receive all problems and requests of the Chiefs of Mission and immediately will focus the attention of the Department and other interested agencies of the Government on them in order to obtain the fastest possible action. As Under Secretary of State Acheson stated recently, the Coordinator will have immediate access to the Under Secretary, the Secretary of State, and other Cabinet members so that all problems that arise may be met as expeditiously as possible.

Use of Occupation Currency by Four Occupying Powers

BY ASSISTANT SECRETARY HILLDRING¹

I am appearing before you today in response to telegrams addressed to the Secretary of State by Senator Bridges, Chairman, Senate Committee on Appropriations. These telegrams express the interest of the Committee on Appropriations, the Committee on Banking and Currency, and the Armed Services Committee of the Senate in the following subjects:

1. Occupation currency policies, procedures, and transactions of the Federal Government as determined and administered by the military authorities or other officials within the occupied areas of Germany and elsewhere.

2. Any agreements or understandings between the Soviet Government and our own Federal Government regulating the issuance, transactions in, and redemption of Allied military currency.

The Department of State has paramount responsibility, within the Executive branch of the Government, for the establishment of an integrated policy on the part of our Government toward foreign countries, including areas occupied by United States forces. Administration of our national policy in occupied areas is the responsibility of the United States military authorities. Nevertheless the Department of State has, of course, a continuing interest in the procedures whereby our national policy is implemented, from the standpoint of assuring, in coordination with the War Department and other interested agencies, that such procedures are of a nature to further the earliest possible accomplishment of the basic aim of our Government, namely, a just and lasting peace.

United States policy regarding the currencies to be used in occupied areas was formulated, in

advance of military operations, in consultation among the State, Treasury, War, and Navy Departments and then incorporated in directives of the Joint Chiefs of Staff. Policy with respect to areas of combined military operations was embodied in directives of the Combined Chiefs of Staff to the respective Allied military commanders.

Factors Determining the Choice of Occupation Currency in Overseas Areas

A basic problem was the determination of whether to use dollars or local currency in overseas areas liberated by or occupied by our armed forces. The decision was made to use local currency or a military or occupation currency similar to the local currency in the various overseas areas for the following reasons.

In the case of Germany, our policy has been to require the German economy to bear the internal costs of occupation of that country. It would have been difficult to assure this incidence of occupation costs had dollar currency been introduced into the local economy. The introduction of dollar currency would have resulted in the acquisition of dollar claims against the United States by the local population. Furthermore, it was considered that the use of a different currency by each of the invading forces would have prejudiced the adoption of common economic and financial policies. It was therefore agreed among the occupying powers that a special Allied military mark should be used to circulate at parity with the Reichsmark.

The same considerations applied generally to Italy, Austria, and Korea at the time our armed forces entered those countries. Similar considerations regarding the burden of the internal costs of occupation were present in the case of Japan, where, however, the indigenous currency was used almost entirely by our occupation forces.

The same policy was adopted for different reasons with respect to invaded Allied countries which were liberated by our forces. An im-

¹ Statement made before the Senate Committee on Appropriations, the Senate Committee on Banking and Currency, and the Senate Armed Services Committee, jointly, on June 18, 1947, and released to the press June 19. John H. Hilldring is Assistant Secretary of State for occupied areas.

portant factor was the strong desire of our Allies to avoid the introduction to their economies of foreign currencies. Furthermore, it was considered that the use of local currencies would involve a minimum of disturbance to the local economies, a factor of considerable importance to our military commanders who were concerned with avoiding disorder and economic breakdown behind their lines. Also, dollar currencies used in liberated countries might have found their way into enemy hands, the element of risk in this regard being especially high in military operations such as our overseas invasions. Finally, when Allied forces were composed of troops of more than one nationality fighting side by side, it was desirable that they should employ and be paid in the same currency.

Agreements and Understandings Between the U.S. and Soviet Governments Regulating the Issuance, Transactions in, and Redemption of Allied Military Currency

During the combined U.S.-U.K. military planning for the Normandy invasion, in the winter and spring of 1944, it was decided by the U.S. and British Governments that the combined military forces would use legal tender German mark currency for their expenditures in Germany. In order to be prepared for any eventuality, including a situation in which inadequate supplies of Reichsmark currency would be available to the combined military forces, due, for example, to a scorched-earth policy on the part of the Nazis, a supply of supplemental mark currency, i.e. Allied military marks, similar to the Allied military lire used by the combined military forces in Italy, was printed for the Supreme Commander, A.E.F. This printing was effected, for U.S.-U.K. account, by the Treasury Department in advance of Allied military operations in Germany. The printing took place in the United States because currency printing facilities were then available in this country but not in Great Britain.

Under international law, the Hague conventions, and the decisions of the Supreme Court of the United States, the military commander in areas occupied by the forces under his command has all the powers necessary for the carrying out of governmental functions. These powers include the right to provide for the currency needs of the area occupied. In fact, it is a fundamental principle of international law that an

occupying authority has, in addition to its powers, certain obligations to the inhabitants of the territory under its control, such as the establishment and maintenance of an adequate and effective circulating medium.

The above-mentioned policy was incorporated in the directive from the Combined Chiefs of Staff to the Supreme Commander, A.E.F., as follows: "United States forces and other Allied forces will use Allied Military marks and Reichsmarks currency or coins in their possession. Allied Military marks and Reichsmark currency and coin now in circulation in Germany will be legal tender without distinction and will be interchangeable at the rate of 1 Allied Military mark for 1 Reichsmark. Reichskreditkassenscheine and other German military currency will not be legal tender in Germany."

Negotiations were undertaken with the Soviet authorities in Washington for the purpose of obtaining Soviet agreement to use the same supplemental mark currency, i.e. Allied military marks, in Soviet military operations in Germany. It was desired by the United States and British Governments that the Soviet Government use the same supplemental German currency as that used by the combined U.S.-U.K. military authorities not only in order to indicate to the Germans and others the unity of U.S., British, and Soviet action and objectives but also in furtherance of the policy of treating Germany as an economic unit. The probable alternatives to the use of a supplemental currency of uniform design would have been for the Soviets to use a supplemental military mark of their own design or Soviet ruble currency. However, the Soviet authorities agreed to use a supplemental mark currency of same design as that which would be used by U.S. and British forces in Germany. The U.S. and British Governments offered to furnish the Soviets with adequate supplies of Allied military mark currency. Nevertheless, the Soviets were adamant in their request to be furnished with currency printing plates from which the Soviets could prepare their own supplies of Allied military marks. The reasons given by the Soviet Government for this position were that, in the interests of an uninterrupted supply to the Soviet Army of the currency in question, it would be desirable to print Allied military marks in the Soviet Union as well as in the United States, and that Soviet

specialists considered that, if military marks were not also printed in the Soviet Union, it would be disadvantageous for our common Allied cause.

This subject was brought before the Combined Civil Affairs Committee, an agency of the Combined Chiefs of Staff, for consideration. The Department of State is a member of the Combined Civil Affairs Committee. It was pointed out by the War Department that the type of mark currency to be used by the Soviet forces was not a determining factor to the success of the prospective U.S.-U.K. military operations and that the problem was of a political and not military nature.

The decision relative to the above-mentioned request of the Soviet authorities for currency printing plates was made at governmental level. A combined decision was reached by the U.S. and British Governments whereby duplicate Allied military mark currency printing plates were furnished by the Treasury Department to the Soviet Embassy in Washington.

If the Soviets had not been provided with plates with which to print Allied military mark currency, they would have printed a supplemental mark currency of Soviet design. A statement to this effect was made in a note, dated April 8, 1944, from the Soviet Government. Under United States policy to treat Germany as an economic unit, it would have been necessary for the United States to recognize, as legal tender in Germany, any supplemental mark currency issued in Germany by the Soviet authorities. The experience in other countries indicates that the long position of the U.S. armed forces in mark currency would have occurred even if the Soviets had been unable to print their own Allied military marks with plates supplied by the U.S. Government.

There is no obligation on the part of any of the occupying powers to redeem any Allied military marks. This is a responsibility of the eventual German government. Quadripartite arrangements for control of Germany by Allied representatives, dated September 20, 1945,² contain the following stipulation: "The German authorities will supply free of cost such German currency as the Allied Representatives may require, and will withdraw and redeem in German currency within such time limits and on such terms as the Allied

Representatives may specify, all holdings in German territory of currencies issued by the Allied Representatives during military operations or occupation, and will hand over the currencies so withdrawn free of cost to the Allied Representatives." Such redemptions as have been effected by any of the occupying powers have been undertaken in accordance with each power's policies respecting currencies in the hands of their troops.

No rate of exchange for the German mark has been agreed upon by any of the four occupying powers in Germany. However, the four occupying powers have agreed to use a military conversion rate for the mark, for military and accounting purposes, of 10 marks equal \$1, or approximately the equivalent thereof in terms of the currencies of the three other occupying powers.

Transactions in Foreign Currencies by Authorized Personnel

Basic to the armed forces' transactions in foreign currencies was the proviso that foreign currencies in the hands of military and other authorized personnel received by them as pay, allowances, and other authorized compensation were to be accepted for immediate remittance in dollars to the U.S. After the State, Treasury, War, and Navy Departments had decided on the currencies to be used and made provisions for their requisition, the armed forces established procedures to handle and control these remittances. In the first areas of major military activity—North Africa and Italy—these controls proved satisfactory in successfully providing for the needs of the armed forces and limiting remittances to amounts legitimately received for pay, allowances, and other authorized compensation, which augured well for similar procedures in other areas. However, these controls were not so universally successful elsewhere. In Germany, Austria, Japan, and Korea the excess remittance problem has proved greatest. The State, War, and Treasury Departments have participated in negotiations with foreign countries resulting in a settlement of the excess currency problem in connection with negotiations covering financial problems arising out of this war in countries other than Germany, Austria, Japan, and Korea. These agencies are now joined in a review of procedures pointed towards the elimination of the excess currency problem in countries where such problem still exists.

² BULLETIN of Oct. 7, 1945, p. 515.

John H. Hilldring Resigns as Assistant Secretary of State for Occupied Areas

EXCHANGE OF LETTERS BETWEEN THE PRESIDENT AND MAJOR GENERAL HILLDRING

[Released to the press by the White House June 20]

June 20, 1947.

DEAR GENERAL HILLDRING:

In accordance with your request, I feel that I have no alternative but to accept your resignation as Assistant Secretary of State effective September 1, 1947. I know that at the time you assumed your present duties you agreed to serve for six months and that you have long outstayed your original commitment. I am grateful for this, particularly because I have no doubt that it involved considerable personal sacrifice to you.

The distinction with which you discharged your responsibilities has added significance in view of the complexities and magnitude of the problems with which you were entrusted. There are few aspects of our foreign policy more important than the accomplishment of our objectives in the occupied areas. These objectives comprise essential threads in the fabric of the peace. I believe that the contribution you have made represents an achievement of decisive importance in the evolution of our foreign policy.

I reluctantly accept your resignation and I desire to express to you my gratitude for the job that you have done.

Very sincerely yours,

HARRY S. TRUMAN

June 17, 1947.

MY DEAR MR. PRESIDENT:

It is with the deepest reluctance that I submit herewith my resignation as Assistant Secretary of State. No work I have ever undertaken has presented a greater challenge to me, and I have the deepest conviction that no public servant has received a greater measure of support than has been accorded to me by former Secretary of State Byrnes, Secretary Marshall and yourself.

I look back upon my service as Assistant Secretary of State as one of the richest experiences of my life and I am grateful to you for having made this possible.

You will recall that prior to my assumption of this office in April of 1946, I explained to Mr. Byrnes that my personal plans had not envisaged further public service after my retirement from the Army. However, Mr. Byrnes expressed his belief that because of my experience I should consent to organize the occupied areas office in the Department of State. Accordingly, I agreed to undertake these duties for six months. Although this period has long since expired, I am glad I was able to rearrange my personal affairs so as to permit me to remain for a time longer than my commitment to Mr. Byrnes.

I now find it impossible, for personal reasons, to remain beyond September 1. Therefore, I respectfully request that you accept my resignation effective on that date.

Faithfully yours,

J. H. HILLDRING

American Consulate To Open in Leningrad

[Released to the press June 16]

The Department has been informed by the Soviet Embassy that the Soviet Government has now agreed to the opening of an American Consular Office in Leningrad.

The Soviet Embassy has been requested to inform the Soviet Government that the Government of the United States welcomes this decision and plans to open a Consulate General in Leningrad as soon as the necessary arrangements can be made.

June 29, 1947

1307

Status of Jewish Displaced Persons

BY RABBI PHILIP S. BERNSTEIN¹

At the request of the State and War Departments I have just flown over from Germany to testify concerning H.R. 2910. I am Adviser on Jewish Affairs to General Clay, Commander in Chief of the European Command. I have served in that capacity since May 1946, both to General McNarney in Germany and to Generals Clark and Keyes in Austria.

During the war I was the director of the Jewish religious program for the U.S. armed forces. I worked closely with 311 American rabbis who served as chaplains in the Army and Navy. At the invitation of the Secretaries of War and Navy, I visited American military personnel on most of the far-flung battlefields of the world. There was hardly an island in the Pacific, from Attu to Guadalcanal, where American troops were stationed, to which this duty did not take me. In the later stages of the war and after its close, particularly in Europe, we began to encounter the displaced persons. These were the survivors of a Nazi policy which has enslaved those who could be useful and slaughtered the rest.

The bill before you deals with the question of the admission over a period of four years of up to 400,000 displaced persons out of the million Balts, Poles, Jews, Ukrainians, and Yugoslavs that the western Allied armies now have under their care.

Naturally this Committee wants to know what these people are like. It has been felt that it would be useful to you to have some testimony from some of those who have had a long and varied first-hand contact with these people in the numerous camp communities in which they are now living.

Others can testify from wider experience and with greater authority concerning the displaced persons as a whole. But my own experience, both

in the war and after, has given me a special familiarity with the Jewish displaced persons, who constitute about 20 percent of the whole number. I visited nearly all of the considerable number of camps in Germany and Austria in which they are to be found. I have heard the moving stories of their past and how they would like to rebuild their lives. I have seen how they live and what they are doing in the small communities in which they are now gathered. I have also been called upon to regard them in terms of the practical responsibilities of the U.S. zone commanders. Perhaps that is why the Secretaries of State and War have requested me to share with you my knowledge and experience of this particular group of displaced persons.

At the close of the European war we found about 30,000 Jews still alive in the concentration camps. Soon their numbers were augmented by many thousands, including orphaned children who had hidden in forests, caves, and cellars. Further numbers came from partisan bands who had fought valiantly against the Nazis. The majority of these displaced persons were Polish Jews. When after the German defeat they returned to their homes they learned that their families had been exterminated, their property had been demolished or confiscated, and their hopes for a new free life were blasted by violent pogroms. They then fled to haven in the U.S. zones of Germany and Austria. A smaller number came from Hungary and Rumania, where they encountered a similar legacy of Nazi anti-Semitism.

The total number of these various uprooted, homeless Jews, now to be found in the zones of the western Allies in Germany and Austria, as well as in Italy, is approximately 225,000. The majority of these are in the U.S. zone, Germany, where the Jewish DP population in and out of camp on June 2, 1947, amounted to 156,646. In the U.S. zone, Austria, the number is 27,456. The British zones

¹ Statement made before the House of Representatives Subcommittee on Immigration and Naturalization on June 20, 1947, and released to the press on the same date. Rabbi Bernstein is Adviser on Jewish Affairs to General Lucius D. Clay, Military Governor of the European Theater.

in Germany and Austria contain about 16,000, the French zones about 2,000. There are reported to be about 25,000 Jewish displaced persons in Italy. Altogether, these Jews constitute about one fifth of the total DP population.

These homeless Jews cannot return whence they fled. In most instances they have nothing to return to, for their families, their homes, their associations, and their hopes were utterly annihilated. They do not wish to return to countries whose populations willingly assisted the Nazis in the destruction of the Jews and where violent anti-Semitism persists. Regardless of the announced policies of governments, they believe that the peoples have not changed and that their return in any numbers would incite further pogroms. Despite the hardships of camp life, they are almost to a man unwilling to return.

There is no question that the great majority of Jewish displaced persons strongly desire to settle in Palestine. I would say that at the most about 25 percent of the Jewish DP's or approximately 60,000 would, if given the opportunity, choose to come here. Primarily, these would wish to come because they have relatives here. Jewish family life has been hopelessly shattered in Europe. The families of most of these people have largely been destroyed. Large numbers are orphaned children or lone survivors. These people have a perfectly natural and overwhelming desire to attach themselves to the remaining members of their families in America. Also, they wish to come because they see, as most Jews have seen, in the American way of life the best hope for freedom and justice.

My observations led me to the conclusion that they would make good American citizens. Although they reveal the usual variations of intelligence, character, and ability, and although the immigration screening process would undoubtedly find some to be ineligible, fundamentally they are good human stock. Otherwise they could not have survived nor rehabilitated themselves so quickly.

It is well to recall the situation which confronted them when they were liberated in the spring of 1945. Six millions of their brethren had been killed. Their own families had been almost completely exterminated. The cries from the gas chambers still echoed in their ears. They had no homes, no jobs, no property, no business. There had been no education of the young, no religious

exercises, no family life. Each individual had personally suffered agonizing persecution. All found themselves in an atmosphere poisoned by a decade of Nazi propaganda.

This situation would have been enough to crush almost any group of human beings. But not these. With the help primarily of the American Army they made a quick physical comeback. Flesh was restored to living skeletons. Vitality surged through their blood again.

Their first interest was to seek surviving members of their families. Their agonizing search followed the trails of the Nazi hordes. In most instances the search led only to ashes. But occasionally a wife, a parent, or a child would be found. The stories were fantastic but true. This child was thrown in a suitcase out of the window of a moving train by parents who knew they were on the way to the gas chambers but subsequently escaped. Another was chloroformed by his father and carried in a sack of potatoes to a Christian peasant who maintained the boy until the war was over.

After the fragments of families were reunited they began to establish new ones. Many marriages took place and children were born. The traditional values of Jewish family life were reasserted; illegitimacy is practically unknown. In lands where venereal disease has reached the most alarming proportions among the military and the civilian populations, it is negligible among the Jews.

They were settled in camps as the best way of taking care of them amidst the hostile, impoverished German population. For the most part, these camps were bare, drab, and ugly. Also, they had already seen too much of camps. Nevertheless they faced the realities and made the best of them. They organized the camps on democratic lines and gradually assumed complete responsibility for their administration as well as for their menial tasks. Most Jewish camps are conducted by the DP's themselves. They perform all the necessary services of a community.

They quickly reestablished the institutions of Jewish religious and cultural life. They consecrated houses of worship in crude shacks or barren rooms. They beautified them with the symbols of the synagogue. In some camps where materials were available they built religious edifices and thronged to worship in them. When enough

children were assembled they set up classes. They conducted adult-education courses in cultural and technical subjects as well as in the English language. They even founded higher academies of religious learning and people's universities. They organized musical and dramatic groups. They published as many newspapers and magazines as could be provided with paper. The average camp, despite its grimness and frustrations, is alive with the manifestations of the unconquerable human spirit.

At first they could not and would not work. They were too weak. They refused to perform any labor that might help the Germans who had despoiled them. But as strength was restored their attitude changed. Today, although most of them still will not work for the Germans, they do all sorts of work for the Army, voluntary agencies, and themselves. In the past year I have not encountered a single instance where there was more work than workers. But there are, very unfortunately, limitations upon their opportunities for employment. These limitations are usually imposed by lack of materials and by lack of machines. Sometimes they overcome this with remarkable ingenuity. There are workshops in some camps that specialize in the manufacture of utensils, toys, and religious objects out of tin cans. They do beautiful work which has been exhibited in the European Command Headquarters. Every camp has a tailor shop which remakes the cast-off clothing sent from America. Damaged army blankets purchased by the American Jewish Joint Distribution Committee have been refashioned into attractive practical winter garments for children.

A number of camps raise food for themselves and other DP's. Specifically, 3,600 Jews are settled in agricultural training camps where they must meet minimal production requirements set by the Army. The farm of the notorious anti-Semitic Julius Streicher is now a thriving DP settlement on which over a hundred young Jews receive training as they await resettlement.

A great variety of labor skills is represented among these DP's. Artisans predominate, namely carpenters, painters, textile workers, shoemakers, tailors. There is a fair-sized group of technicians specializing in auto mechanics, electricity, dentistry, et cetera. Nurses and doctors, because they

were found necessary by the Nazis, survived in goodly numbers. Actually, the largest single group, about 15 percent, consists of tailors, male and female. This happens to be an industry in which the United States is actually short of skilled help at the present time. I have been informed since my return that my own city of Rochester, for example, could use at least 3,000 of these tailors at this very moment.

At least one third of the maximum of 60,000 Jewish displaced persons who would come here, if the opportunity were afforded, would be children. Most of them would go to their relatives who would provide at least temporary shelter in their own homes where there might be a housing shortage. Responsible Jewish organizations are ready to guarantee that they would not become a burden on the community.

Of course, there are exceptions to the general picture that I have given you of these people and the communities in which they are living. The corroding effects of lack of opportunity for work, overcrowding in the shelter afforded, the haunting vision of their immediate past, and uncertainty and despair as to their future have at various times and in various places produced unhappy situations. But to focus attention on these and treat them as typical would be entirely misleading. These displaced persons are human beings like other human beings. They have already been through the tough screening process of the greatest adversity. By and large, they have shown the moral and physical stamina necessary to survive and rebuild their lives if given an opportunity. It has been a remarkable achievement in self-rehabilitation. Gen. Lucius D. Clay, who watched and assisted this process over the past two years, has appraised it as follows:

"The behavior of the Jewish displaced persons has not been a major problem at any time since the surrender of Germany. The Jewish displaced persons were quickly gathered into communities where their religious and selected community leaders insisted on an orderly pattern of community life. Of course, we have had many minor problems resulting from the assembly of large numbers of Jewish displaced persons in the midst of the people who had caused their suffering. Moreover, the unsettled economic conditions in Germany have made barter trading and black-market operations a com-

mon problem. Even in this field, the Jewish displaced persons have not been conspicuous in their activities as compared to other displaced-persons groups or, in fact, as compared to the German population itself.

"The Jewish displaced persons have on the whole established an excellent record insofar as crimes of violence are concerned, and in spite of their very natural hatred of the German people have been remarkably restrained in avoiding incidents of a serious nature with the German population.

"In view of the conditions under which they have had to live in Germany, with their future unsettled and their past suffering clear at hand, their record for preserving law and order is to my mind one of the remarkable achievements which I have witnessed during my more than two years in Germany."

I have been describing to you the particular group of displaced persons among whom I have been working for the Army. They suffered the first and the worst at the hands of our common enemy. Like other groups of displaced persons, they find themselves today under circumstances beyond their control, in the midst of the people who are responsible for their misfortunes. They are caught in a trap from which they cannot extricate themselves by their own efforts. They are unwilling to go back and they cannot remain where they are. They must go elsewhere if they and their children are to have a chance to build lives for themselves. The problem of this group with which I am best acquainted is but a segment of the broader problem of what to do with the displaced persons as a whole. Let me say a word as to that broader problem.

The American people are now called upon through their elected representatives to make a decision, momentous to the fate of all displaced persons. Our own armies alone have 600,000 of them under our care. Some decision must be made. Even a postponement of decision is a decision—a negative decision. It would doom these people to another winter of blighting uncertainty and inability to help themselves. It might be the death-blow to the morals and hope of thousands. The decision narrows down, then, either to merely prolonging the existence of the displaced persons in the camps, primarily at the expense of the United

States, or to an early reasonable program of resettlement in which this country would take a part to enable these displaced persons to resume life in a normal atmosphere and to achieve self-respect through work and freedom.

I trust you will bear with an expression of my personal opinion as an American citizen as to this decision. I believe that American tradition, American common sense, and decent humanitarianism here unite to say, "Take these people in."

It was prophesied of old that the time would come when nations will be told:

"Come, ye blessed of my Father, inherit the kingdom prepared for you from the foundation of the world:

"Then shall the righteous answer him, saying, Lord, when saw we thee an hungered, and fed thee? or thirsty, and gave thee drink?

"When saw we thee a stranger, and took thee in? or naked, and clothed thee?

"Or when saw we thee sick, or in prison, and came unto thee?

"And the King shall answer and say unto them, Verily I say unto you, Inasmuch as ye have done it unto one of the least of these my brethren, ye have done it unto me."

This is the time to practice what we believe.

U.S.-Swedish Import Discussions Concluded

[Released to the press June 18]

The Department of State announced on June 18 the favorable conclusion of discussions between representatives of the Governments of the United States and Sweden, relating to the Swedish import restrictions of March 15, 1947. The understanding which has been reached has been referred to the Government of Sweden for final approval, and it is expected that the full text of the understanding will be made public in the near future.

During the course of the discussions with the Swedish representatives, Envoye Dag Hammar-skjöld and Sven Brusewitz, a wide range of commercial and financial problems of mutual interest to the Governments of the United States and Sweden have been considered and the understanding reached should prove to be of assistance in the furtherance of international trade.

Administration of Guam, Samoa, and the Pacific Islands

LETTER FROM THE PRESIDENT TO THE SPEAKER OF THE HOUSE¹

THE WHITE HOUSE,
Washington, D.C., June 19, 1947.

HON. JOSEPH W. MARTIN, JR.,
Speaker of the House of Representatives.

MY DEAR MR. SPEAKER:

There is enclosed a copy of a report from the Secretary of State indicating a course of action which the Secretaries of State, War, Navy, and Interior have agreed should be followed with respect to the administration of Guam, Samoa, and the Pacific islands to be placed under United States trusteeship.

On October 20, 1945, I appointed a committee consisting of the Secretaries of these four Departments to make recommendations concerning this matter. After preliminary consideration it seemed inadvisable to formulate a final recommendation until a determination had been made of the status of certain islands formerly under Japanese control. In the meantime the Departments represented on the committee continued to give study to the problems involved.

After the United Nations Security Council approved a trusteeship agreement designating the United States as the administering authority for the former Japanese mandated islands, I requested that the members of the committee again give joint

consideration to problems relating to the administration of the Pacific islands. The enclosed report has been submitted pursuant to that request.

I am sure that the agreement reached by the four Secretaries will be of interest to the Congress in connection with its consideration of legislation to provide civilian government for these islands and that the information obtained by the Departments in studying this question will also be helpful in the consideration of such legislation.

It has long been my view that the inhabitants of Guam and Samoa should enjoy those fundamental human rights and that democratic form of government which are the rich heritage of the people of the United States. We have already extended those rights and that form of government to other possessions of the United States, such as Puerto Rico and the Virgin Islands, and with respect to the inhabitants of the trust territory have given solemn assurance to the United Nations of our intention to grant these inhabitants a full measure of individual rights and liberties.

I hope that the Congress will approve legislation for the purposes indicated in the enclosed report and that such legislation will provide for the full enjoyment of civil rights and for the greatest practicable measure of self-government.

Very sincerely yours,

HARRY S. TRUMAN

REPORT OF THE SECRETARY OF STATE

DEPARTMENT OF STATE,
Washington, June 18, 1947.

The PRESIDENT

The White House.

DEAR MR. PRESIDENT:

Pursuant to your request, the Secretaries of State, War, Navy, and Interior have held several meetings and have agreed upon the following course of action:

¹ H. Doc. 333, 80th Cong., 1st sess. An identical letter was sent to Arthur H. Vandenberg, president *pro tempore* of the Senate.

1. Separate organic legislation for Guam to provide civil government and to grant citizenship, a bill of rights, and legislative powers to Guamanians should be enacted this session. In recent hearings on such organic legislation, the Departments have recommended the transfer of administration from the Navy Department to a civilian agency designated by the President at the earliest practicable date, the exact date to be determined by the President.

2. Organic legislation for American Samoa, providing civil government and granting citizenship,

a bill of rights, and legislative powers, should be prepared by the Navy and Interior Departments and presented to the next session of Congress.

3. Suggestions for organic legislation for those Pacific islands placed under United States trusteeship are in preparation by the Department of State for presentation to Congress, provided favorable congressional action is taken on the trusteeship agreement to be shortly presented for approval.

4. The Navy Department should continue to have administrative responsibility for Guam and American Samoa on an interim basis pending the transfer to a civilian agency of the Government at

the earliest practicable date, such date to be determined by the President. With respect to the trust territory, a similar transfer should be effected by the President at the earliest practicable date.

5. Provided Congress acts favorably on the trusteeship agreement, an Executive order should be issued when the agreement enters into force, terminating military government in the trust territory and delegating civil administration to the Navy Department on an interim basis, subject to the conditions set forth in paragraph 4.

Faithfully yours,

G. C. MARSHALL

Assistance to China Through Private Contribution

TELEGRAM FROM THE SECRETARY OF STATE TO UNITED SERVICE TO CHINA

[Released to the press June 19]

June 19, 1947.

UNITED SERVICE TO CHINA,
1790 Broadway,
New York 19, New York.

I had hoped until now to be able to find a favorable occasion for a public appearance in support of the effort of the United Service to China in raising funds. But this has proven impossible of arrangement. Therefore this telegram.

The tradition of friendship between Chinese and Americans is centuries old. It is based upon the firmest of foundations. Americans like Chinese; and Chinese like Americans. Over the past century this friendliness has expressed itself in many ways but primarily in cultural relations.

We have learned something of the great wisdom and culture of China through the large number of professors and students of that country who have come to America. We have sent to China innumerable emissaries of American culture as missionaries, educators, doctors, and businessmen; in fact, we have expended large sums of money in China in contributions to missions and to various foundations. This has been a very wise expenditure for our good as well as for the good of China.

Today the Chinese people are suffering tragically from the disorganization resulting from eight years of warfare against the Japanese and the turbulence of the civil war which has followed. They are in desperate need of assistance and I for

one hope very much that through the United Service to China organization material assistance can be rendered.

In 1941 a group of far-sighted Americans organized United China Relief. Its purpose was to make effective the assistance which the American people desired to extend to the Chinese during the period of great hardship and difficulty arising out of the war. For six years private contributions to United China Relief enabled that organization to establish many worthwhile projects. The refugees were fed, clothed and sheltered; medical attention was given to the civilian population; children received expert care; aid was given to students and teachers; plans for carrying out the program were prepared by expert workers in the field and carefully reviewed in the United States by leaders of business, education, medicine and social welfare specialists. Contributions to the program were carefully budgeted and expended under scrupulous supervision with regular audits. These procedures, applied to the United Service to China program, assure the maximum effectiveness of what it can do to assist the Chinese people.

I am personally and deeply concerned over the present situation in China and I sincerely hope that through voluntary private contributions urgently needed assistance can be rendered the suffering people of that country. They need our help, the help that in the past has always come from Americans wholeheartedly and generously.

G. C. MARSHALL

June 29, 1947

1313

Burma Rehabilitation Efforts Praised

MESSAGE FROM THE SECRETARY OF STATE TO THE CHAIRMAN OF THE BURMA CONSTITUENT ASSEMBLY¹

On this historic occasion, I extend to you as Chairman of the Constituent Assembly and through you to the Burmese people the sincere good wishes of the United States Government and the people of the United States of America for a successful conclusion of the important task you are about to undertake. Burma's peaceful and steady progress in rehabilitation is being watched with sympathetic interest. Freedom-loving people throughout the world hope that you will lay the foundation for a stable and peaceful nation.

Position on Representative Administration for Indonesia

STATEMENT BY THE SECRETARY OF STATE

[Released to the press June 12]

The United States Government has been glad to note the fact that the Indonesian Republic has replied promptly to the proposals of the Netherlands Government of May 27 for an interim federal administration representative of all parts of Indonesia. Although the full texts of both the Dutch and Indonesian proposals are not yet in hand, we hope that these developments imply that a peaceful solution will be achieved promptly in a spirit of good faith and compromise.

Honduran Agriculturist Visits U.S.

Pompilio Ortega, Director General of Agriculture of Honduras, has arrived in the United States as the recipient of a travel grant of the Department of State under the program administered by the Division of International Exchange of Persons. Mr. Ortega will confer with officials of the United States Department of Agriculture and will visit educational centers and agricultural institutions throughout the country.

Mr. Ortega has been engaged for over 20 years

¹ Read before the Assembly in Rangoon on June 10, 1947, and released to the press on the same date. Thakin Mya is Chairman of the Constituent Assembly.

in the task of assisting his country in solving its agricultural problems and has expressed the desire for the cooperation of the United States in working out solutions. After visiting Washington, D.C., and the eastern part of the United States, Mr. Ortega will travel to the Pacific Coast. He will remain in the United States for approximately three months.

Fellowships for Inter-American Institute of Agricultural Sciences

[Released to the press June 18]

The Department of State has been informed of six fellowships for graduate students to perform research studies at the Inter-American Institute of Agricultural Sciences at Turrialba, Costa Rica. Four of the awards will be granted to United States students and two to graduate scholars from the other American republics.

Applications are being received through the secretary of the Inter-American Institute of Agricultural Sciences, Pan American Union, Washington 6, D.C. Arrangements for the fellowships are being made with the cooperation of the Division of International Exchange of Persons of the State Department's Office of International Information and Cultural Affairs and the Foreign Agricultural Relations Division of the Department of Agriculture. The Division of International Exchange of Persons facilitates the studies of foreign students in the United States and also aids U.S. students who wish to study in foreign countries.

The Inter-American Institute of Agricultural Sciences is an organization comprising, to date, 14 of the American republics for the purpose of encouraging and advancing the development of the agricultural sciences in the American republics through research, teaching, and extension activities. It is particularly interested in laying the foundation for a scientific approach to the development of important agricultural products. In a broader sense, it serves to promote friendship and better understanding by fostering constructive cooperation in the agricultural field among the republics of the American Continent.

Funds for the current awards were made available from private sources in the United States. They provide for special studies in weed, insect, and fungus control, and in cocoa research.

Reiteration of Position on Program for International Information and Educational Exchange

LETTER FROM THE SECRETARY OF STATE TO REPRESENTATIVE MUNDT

[Released to the press June 21]

Text of the following letter from the Secretary of State to Representative Karl E. Mundt was read on the floor of the House on June 20

June 19, 1947

DEAR MR. MUNDT:

I learn from the Department's Legislative Counsel that the House is about to take final action on H. R. 3342, authorizing an international information program and educational exchanges.

Since I appeared before the Foreign Affairs Committee in support of this bill on May 17, Members of Congress have attributed to me a great variety of opinions concerning the bill. I want to make my position plain.

I consider American security to rest not only on our economic and political and military strength, but also on the strength of American ideas—on how well they are presented abroad—and on how clearly we are understood abroad.

There is no question that some other nations are using ideas as weapons, and distorting facts to fit their ideas. We do not propose to follow suit. But I am convinced that we must present ourselves clearly, candidly and affirmatively if we are to achieve the kind of peace we believe in. I know from personal experience that we are grossly misunderstood or misrepresented in many parts of the world.

I gave your committee my view that the facts about the United States must be spread in various ways. In some countries we must rely largely on radio. In others we use also the press, or motion pictures, or exchanges of students and books, or the assignment of government advisers. All are important and must be used if we are to be successful. To remove any one of these activities from the bill would be a form of demobilization. Peace cannot be served by any rationing of American facts, or by limiting the methods for making them known.

June 29, 1947

I have informed Committees of both Houses of Congress that authority for this type of program is necessary if the State Department is to fulfill its responsibilities to the President and the Nation. Without legislative authorization, it has become almost impossible to recruit additional highly trained personnel to work on this program, either at home or abroad.

I am asking for the tools which are necessary to meet present circumstances in world affairs.

Faithfully yours,

G. C. MARSHALL

Foreign Aid and Domestic Economy

Continued from page 1297

Granville Conway, President, The Cosmopolitan Shipping Co., Inc., 42nd and Broadway, New York, N.Y.

Melville F. Coolbaugh, 1700 Maple Street, Golden, Colo.

Chester C. Davis, President, Federal Reserve Bank, St. Louis, Mo.

R. R. Deupree, President, Procter & Gamble Co., Cincinnati, Ohio

Paul G. Hoffman, President, The Studebaker Corp., South Bend, Ind.

Calvin B. Hoover, Dean, Graduate School, Duke University, Durham, N.C.

Robert Koenig, President, Ayrshire Collieries Co., Big Four Building, Indianapolis, Ind.

Robert M. LaFollette, Jr., Barr Building, Washington, D.C.

Edward S. Mason, Dean, School of Public Administration, Harvard University, Cambridge, Mass.

George Meany, Secretary-Treasurer, American Federation of Labor, Washington, D.C.

Harold G. Moulton, President, The Brookings Institution, Jackson Place, Washington, D.C.

William I. Myers, Dean, College of Agriculture, Cornell University, Ithaca, N.Y.

Robert Gordon Sproul, President, University of California, Berkeley, Calif.

Owen D. Young, Honorary Chairman of the Board of Directors, General Electric Company, Van Hornesville, N.Y.

Letter of Credence*Ireland*

The newly appointed Minister of Ireland, Sean Nunan, on June 20, 1947, presented his credentials to the President. For texts of the Ambassador's remarks and the President's reply, see Department of State press release 507 of June 20, 1947.

Protection Abroad of Inventions Under Government-Financed Research

The President, by Executive Order of June 14, 1947,¹ made provision for the protection abroad of inventions resulting from research financed by the Government by granting permission to all Government departments and agencies to file foreign patent applications for such inventions. The order provides that the Department of Commerce shall be fully informed of all such inventions, shall be issued recommendations for patent protection of same, and shall be the determinant of whether, and in what foreign jurisdictions, the United States should seek patents for such inventions; and, after full consultation with United States industry and commerce, with the Department of State, and with other Government agencies concerned, shall take action to procure such patent protection, and shall issue licenses therefor. Nationals of the United States shall be granted licenses on a non-exclusive, royalty-free basis except in such cases as the Secretary of Commerce shall determine to be inconsistent with the public interest. The Department of State shall negotiate arrangements among governments under which each government and its nationals shall have access to the foreign patents of other participating governments. Patents relating to matters of public health may be licensed, under terms of the law, to governments or nationals thereof not party to arrangements provided for in the order.

There will be exempted from the provisions of the order all inventions within the jurisdiction of the Atomic Energy Commission, except in such cases as the said Commission specifically authorizes inclusion, and all other inventions officially classified as secret or confidential for reasons of national security.

¹ Ex. Or. 9865 (12 *Federal Register* 3907).

THE DEPARTMENT**Policy Committee on Immigration and Naturalization**

I ESTABLISHMENT AND TERMS OF REFERENCE. Effective April 18, 1947, there has been established the Policy Committee on Immigration and Naturalization (PIN) to prepare recommendations on United States policy concerning nationality and admission of aliens.

II MEMBERSHIP. The membership of PIN shall consist of a representative of each of the following offices:

Office of the Legal Adviser, Chairman
Office of Controls
Office of Assistant Secretary for Economic Affairs
Office of American Republic Affairs
Office of Far Eastern Affairs
Office of Near Eastern and African Affairs
Office of European Affairs
Committee Secretariat Branch of the Executive Secretariat, Secretary

A Each member of the Committee shall be authorized to present the views of his office on matters coming before the Committee.

III PROCEDURES.

A The Chairman may invite to meetings of PIN, as the situation requires, representatives of Offices and divisions of the Department who do not hold permanent membership on the Committee.

B While it is expected that PIN will reach decisions on the principle of unanimity, determination of issues in the event of disagreement shall be by the Chairman in consultation with the appropriate Assistant Secretaries or Office Directors.

Policy Committee on International Copyright

I TERMS OF REFERENCE. To be responsible for the coordination of Department of State policy with respect to all aspects of international copyright matters. This responsibility shall include the basic work of formulating policy recommendations with respect to international copyright principles and with respect to the types and the scope of treaties and conventions to which the United States should become a Party, as well as the consideration of individual treaties and conventions proposed. It shall further include review, in terms of consistency with the broad copyright principles and policies of the Department, of policy recommendations by any committees established in the Department to regulate clearance of copyrights on materials for official use.

II MEMBERSHIP.

A The membership of PCC shall consist of the Legal Adviser, who shall be its Chairman, and a representative of each of the following Offices: Legal Adviser (Le), Special Political Affairs (SPA), International Trade Policy (ITP), International Information and Cultural Affairs (OIC), and the UNESCO Relations Staff. The Offices which do not have membership in the Committee shall be entitled to participate in the deliberations whenever matters touching their geographic areas or special competence are being considered.

B The members shall be authorized to speak for their respective offices.

C The Chairman shall appoint a Deputy Chairman.

D The Secretary for the Committee shall be provided by the Committee Secretariat Branch of the Executive Secretariat (S/S-S).

III PROCEDURES.

A The Chairman of PCC or his Deputy shall prescribe the rules of procedure of the Committee and the time and place of its meetings.

B All policy recommendations on copyright matters made by any division or committee of the Department shall be referred to PCC for consideration and decision. Similarly, Department of State members of Interdepartmental Committees shall bring any copyright matters coming before such committees to the attention of PCC and shall report to the Interdepartmental Committee the policy of the Department with respect to the matter under discussion.

C Whenever it appears desirable, the Committee shall invite representatives of the Department of Justice, the Bureau of Foreign and Domestic Commerce, the Library of Congress, or the Register of Copyrights for consultation and discussion of matters of interest or concern to them.

THE CONGRESS

National Security Act of 1947. S. Rept. 239, 80th Cong., 1st sess., To accompany S. 758. 16 pp. [Favorable report.]

Drafts of Proposed Provisions Pertaining to Appropriations of the Department of State: Communication from the President of the United States transmitting drafts of proposed provisions pertaining to appropriations of the Department of State, in the form of amendments to the budget, 1948. S. Doc. 58, 80th Cong., 1st sess. 2 pp.

Supplemental Estimate—Department of State: Communication from the President of the United States transmitting supplemental estimate of appropriation for the Department of State, amounting to \$161,645, fiscal year 1948, in the form of an amendment to the budget. S. Doc. 60, 80th Cong., 1st sess. 2 pp.

International Refugee Organization. H. Rept. 464, 80th Cong., 1st sess., To accompany H. J. Res. 207. 6 pp. [Favorable report.]

June 29, 1947

Providing for Acceptance by the United States of America of the Constitution of the International Labor Organization Instrument of Amendment, and Further Authorizing an Appropriation for Payment of the United States Share of the Expenses of Membership and for Expenses of Participation by the United States. S. Rept. 208, 80th Cong., 1st sess., To accompany S. J. Res. 117. 8 pp.

Extending the Period of Validity of the Act To Facilitate the Admission Into the United States of the Alien Fiancées or Fiancés of Members of the Armed Forces of the United States. H. Rept. 479, 80th Cong., 1st sess., To accompany H.R. 3398. 3 pp.

Amending the Act To Expedite the Admission to the United States of Alien Spouses and Alien Minor Children of Citizen Members of the United States Armed Forces. H. Rept. 478, 80th Cong., 1st sess., To accompany H.R. 3149. 2 pp.

Treaties of Peace With Italy, Rumania, Bulgaria, and Hungary. S. Exec. Rept. 4, 80th Cong., 1st sess., To accompany Executives F, G, H, and I. 24 pp.

Supplemental Estimate of Appropriation for Relief to War-Devastated Countries: Communication from the President of the United States transmitting supplemental estimate of appropriation for the fiscal year 1947 in the amount of \$350,000,000 for relief assistance to war-devastated countries. H. Doc. 284, 80th Cong., 1st sess. 2 pp.

Relief of Certain Officers and Employees of the Foreign Service of the United States. S. Rept. 224, 80th Cong., 1st sess., To accompany S. 1032. 15 pp. [Favorable report]

Report on Audit of the Export-Import Bank of Washington, Fiscal Year Ended June 30, 1945: Letter from the Comptroller General of the United States transmitting report on audit of Export-Import Bank of Washington for the fiscal year ended June 30, 1945. H. Doc. 248, 80th Cong., 1st sess. 25 pp.

Continuing Export Control Until June 30, 1948. H. Rept. 507, 80th Cong., 1st sess., To accompany H.R. 3049. 8 pp. [Favorable report]

Extending the Benefits of the Missing Persons Act to Certain Filipinos. H. Rept. 509, 80th Cong., 1st sess., To accompany H.R. 3191. 5 pp. [Favorable report.]

Providing for Settling Certain Indebtedness Connected With Pershing Hall, a Memorial in Paris, France. S. Rept. 223, 80th Cong., 1st sess., To accompany S. 358. 3 pp. [Favorable report]

Amending the Act To Provide for the Evacuation and Return of the Remains of Certain Persons Who Died and Are Buried Outside the Continental Limits of the United States. H. Rept. 513, 80th Cong., 1st sess., To accompany H.R. 3394. 6 pp. [Favorable report]

Erratum

In the article on agreements between the United Nations, FAO, and UNESCO in the BULLETIN of February 9, 1947, page 250, first paragraph, sixth line, change *February 3, 1947*, to read *February 4, 1947*. The line referring to the release to the press should be deleted.

PUBLICATIONS

Department of State

During the quarter beginning April 1, 1947, the following publications have been released by the Department:¹

2689. Air Transport Services: Agreement Between the United States and Turkey—Signed at Ankara February 12, 1946; effective May 25, 1946 pursuant to exchange of notes of that date. Treaties and Other International Acts Series 1538. 13 pp. 5¢.
2693. Protection of Foreign Interests: A Study in Diplomatic and Consular Practice. By William McHenry Franklin. 328 pp. \$1.50 (buckram).
2729. Health and Sanitation: Agreement Between the United States of America and Honduras—Effectuated by exchange of notes signed at Tegucigalpa April 18 and 19, 1944; effective May 1, 1944; and exchange of notes of May 5 and 8, 1942. Treaties and Other International Acts Series 1557. 23 pp. 10¢.
2730. Central Commission of the Rhine: Arrangement Providing for Participation by the United States of America—Effectuated by exchange of notes signed at London October 4 and 29, and November 5, 1945. Treaties and Other International Acts Series 1571. 4 pp. 5¢.
2731. Air Transport Services: Agreement Between the United States of America and New Zealand—Signed at Washington December 3, 1946; effective December 3, 1946. Treaties and Other International Acts Series 1573. 12 pp. 10¢.
2732. Air Transport Services: Agreement Between the United States of America and Australia—Signed at Washington December 3, 1946; effective December 3, 1946. Treaties and Other International Acts Series 1574. 13 pp. 5¢.
2734. Exchange of Official Publications: Agreement Between the United States of America and France—Effectuated by exchange of notes; signed at Paris August 14, 1945; effective January 1, 1946. Treaties and Other International Acts Series 1579. 5 pp. 5¢.
2739. Iceland, Termination of Defense Agreement of July 1, 1941 and Provision for Interim Use of Keflavik Airport: Agreement Between the United States of America and Iceland—Effectuated by exchange of notes; signed at Reykjavik October 7, 1946; effective October 7, 1946. Treaties and Other International Acts Series 1566. 5 pp. 5¢.
2740. Germany, Economic Fusion of American and British Zones of Occupation: Memorandum of Agreement Between the United States of America and the United Kingdom—Signed December 2, 1946. Treaties and Other International Acts Series 1575. 5 pp. 5¢.
2741. Claims, Traffic Accidents Involving Vehicles of United States and Canadian Armed Forces: Agreement Between the United States of America and Canada—Effectuated by exchange of notes; signed at Ottawa March 1 and 23, 1944. Treaties and Other International Acts Series 1581. 3 pp. 5¢.
2742. Marine Transportation, Waiver of Certain Claims Involving Government Vessels: Agreement Between the United States of America and Canada—Effectuated by exchange of notes; signed at Washington September 28, November 13 and 15, 1946; effective November 15, 1946. Treaties and Other International Acts Series 1582. 4 pp. 5¢.
2746. Register of the Department of State, December 1, 1946. 513 pp. 75¢.
2748. Air Transport Services: Interim Agreement Between the United States of America and Switzerland—Effectuated by exchange of notes; signed at Bern August 3, 1945; effective August 3, 1945. Treaties and Other International Acts Series 1576. 10 pp. 5¢.
2749. The Administrative Subdivisions of Japan. (Gazetteer.) Far Eastern Series 19. xv, 652 pp. Not available for public purchase.
2760. Vocational Industrial Education: Agreement Between the United States of America and Brazil—Effectuated by exchange of notes; signed at Rio de Janeiro March 26 and April 5, 1946; effective from January 1, 1946. Treaties and Other International Acts Series 1534. 19 pp. 10¢.
2762. Commercial Policy: Agreement Between the United States of America and the Netherlands—Effectuated by exchange of notes; signed at Washington November 21, 1946; effective November 21, 1946. Treaties and Other International Acts Series 1564. 2 pp. 5¢.
2763. Trade Relations With the Philippines, Understandings Effectuated Through Exchanges of Notes Between the United States of America and Other Governments Regarding the Application of Certain Treaties and Agreements: Belgium—May 4 and July 11, 1946; Bolivia—May 4 and June 10, 1946; Denmark—May 4 and September 10, 1946; Dominican Republic—May 4 and October 7, 1946; Egypt—May 4 and August 15, 1946; Ethiopia—May 4 and July 4, 1946; Norway—May 4 and July 8, 1946; Portugal—May 18 and August 26, 1946; Spain—May 4 and July 11, 1946; Yugoslavia—May 4 and October 3, 1946. Treaties and Other International Acts Series 1572. 22 pp. 10¢.
2765. International Military Tribunal for the Far East: Established at Tokyo January 19, 1946. Treaties and Other International Acts Series 1589. 16 pp. 10¢.
2768. Regulation of Whaling, Protocol Between the United States of America and Other Governments: Amending the International Agreement for the Regulation of Whaling Signed June 8, 1937, as Amended by the Protocol Signed June 24, 1938—Signed at London November 26, 1945; ratification advised by the Senate of the United States of America July 30, 1946; ratified by the President of the United States of America August 12, 1946; ratification of the United States of America deposited at London August 30, 1946; articles

¹ Serial numbers which do not appear in this list have appeared previously or will appear in subsequent lists.

- 2, 3, 4, 6 (1), 6 (2), 7, and 8 proclaimed by the President of the United States of America February 10, 1947. *Treaties and Other International Acts Series 1597.* 8 pp. 5¢.
2770. *Papers Relating to the Foreign Relations of the United States: The Paris Peace Conference, 1919.* Vol. X. 807 pp. \$2.75 (buckram).
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QUARTERLY CUMULATIVE TABLE OF CONTENTS

April 6-June 29, 1947

Addresses, Statements and Broadcasts of the Week Lists, 637, 671.

The Congress

Maine Ratifies Constitutional Amendment, 725.
Proposed Amendment to the Constitution Relating to President's Terms of Office, 635.
Documents, Reports, etc., listed, 776, 816, 1008, 1047, 1181, 1317.

Council of Foreign Ministers

Dodge, Joseph M., to head U.S. Delegation to Four Power Commission, 985.
Four Power Commission Work Delayed, 1083.
Special Deputies To Consider Disposition of Italian Colonies, 1129.

Council of Foreign Ministers, Moscow Meeting:

Moscow Meeting of the Council of Foreign Ministers, March 10-April 24, 1947: Address by the Secretary of State, 919.
Procedure for Preparation of German Peace Treaty: Statements by the Secretary of State:
Association of Allies with CFM, 607.
Committees and Conference for Allied States, 608.
Position on Yugoslav Representatives, 609.
Statement on Albania, 608.
U.S. Position on Peace Conference, 607, 742.
Questions Relating to Austria: Statements by the Secretary of State:
German Assets in Austria, 653.
Position on Treaty for Reestablishment of Independent Democratic Austria, 793.
Questions Relating to Germany: Statements by the Secretary of State:
Consideration of Disarmament Measures, 742.
Delimitation of Scope of Proposed Four-Power Treaty, 741.
Necessity for Economic Unity, 649.
Polish-German Frontier, 693.
Problem of Boundaries, 696.
Proposal for Provisional Government, 651.
Reiteration of Position on Disarmament and Demilitarization of Germany, 793.
Relation of German Coal Production to Economic Unity, 741.
The Ruhr, 694.
The Saar Territories, 695.

Reparations:

Level of Industry and Reparations from Current Production: Statement by Secretary of State, 652.
Reparations Received by the U.S.: Statement by U.S. Delegation, 609.

The Department

Appointments, 637, 778, 1008, 1047, 1181.
Armour, Norman, To Assume Duties of Two Assistant Secretaryships, 1253.
Clayton, William L., to Economic Commission for Europe, 939.
Departmental Regulations, 638, 778, 1047.
Griswold, Dwight P., Assumes Duties as Chief of American Mission for Aid to Greece, 1219.
Hastie, William H., Succeeds Ralph J. Bunche on Caribbean Commission, 1250.
Interim Greece-Turkey Assistance Committee, 777.
Lovett, Robert A., Confirmation as Under Secretary of State, 1181.
McGhee, George C., Appointed Coordinator of Aid to Greece and Turkey, 1303.
Norton, Garrison, Confirmation as Assistant Secretary of State, 637.
Policy Committee on Immigration and Naturalization, 1316.
Policy Committee on International Copyright, 1316.
Policy Planning Staff, 1007.
Provisions Authorizing Offices of Under Secretaries and Assistant Secretaries, 1253.
Report of Operations of Department of State Under Public Law 584: 820.
Resignations:
Acheson, Dean, as Under Secretary of State, 1046.
Braden, Spruille, as Assistant Secretary of State, 1180.
Hilldring, John H., Resigns as Assistant Secretary of State for Occupied Areas, 1307.
Porter, Paul A., as Chief of American Economic Mission to Greece, 823.

Economic Affairs

American Economic Mission to Greece, Release of Summary and Recommendations, 943.
Aspects of American Economic and Technical Aid to Foreign Countries Since Mid-1945, 957; Erratum, 1177.
Broadcasting Arrangements with Cuba, 770.
China, Negotiations Planned for Settlement of War Accounts, 948.
Communications Merger Legislation, 677.
Conferences (see also Trade):
CITEJA, Final Session of, 1291.

¹ For contents from Jan. 5 to Mar. 30, 1947, see BULLETIN of Apr. 13, 1947, p. 679.

Economic Affairs—Continued

Congress of Universal Postal Union (12th), U.S. Delegation, 934.
 ILO Industrial Committees Meet in Belgium, 613.
 IMMTRAN, U.S. Delegation, 807.
 International Cooperation During World Shortage of Lumber, 974.
 International Hydrographic Conference (5th), 1203.
 International Radio Conference, U.S. Delegation, 749, 1034.
 International Rubber Study Group, U.S. To Meet With, 1292.
 International Statistical Institute, U.S. Invites 62 Nations, 933.
 International Timber Conference of FAO, U.S. Delegation, 661.
 International Wheat Conference, 1053: Text of Proposed International Wheat Agreement, 1057.
 PICAQ South Pacific Regional Air Navigation Meeting, 713.
 Provisional Maritime Consultative Council, U.S. Delegation to, 1035.
 Radio Technical Committee for Marine Services, Interim Assembly, 935.
 Tin Study Group, U.S. Delegation to, 748.
 Currency Controls, Removal of, 671.
 Aspit, Alexander B., as Acting Deputy on Tripartite Commission, 668.
 Economic Cooperation With Canada, 1941-1947, 1185.
 Economic Stability as Basis for Political Harmony: Message From Secretary of State to U.S. Associates, 996.
 Economics of Peace in the "Interim Period", 1193.
 Export Control Act, Message of the President to Congress Stating Necessity for Extension of, 676.
 Foot-and-Mouth Disease in Mexico, Joint Campaign Against, 710.
 Foreign Merchant Vessels, Disposal of, 1007.
 Foreign Surplus Disposal, the Secretary's Letter Transmitting Fifth Report to Congress, 952.
 France Receives First Loan Made by International Bank, 1042.
 Future of Foreign Trade: Address by Assistant Secretary Thorp, 1235.
 Government Operation of Shipping Facilities, Extension of:
 Statement by the Secretary of State, 1225.
 Statement by Under Secretary Clayton, 1226.
 Grain Shipments to France, 943, 1042, 1130.
 Haitian Good-Will Mission Concludes Negotiations With U.S., 634.
 Hawaiian Purchasing Mission, 720.
 Italian Blocked Accounts in U.S. Partially Released, 1129.
 Italian-U.S. War Claims:
 Negotiations Nearing Conclusion, 1161.
 Talks on Settlement of, 1130.
 Lend-Lease Discussions with U.S.S.R., 767.
 Lend-Lease to U.S.S.R., 814.
 Notes on Opium Policy in Burma, 1283.
 Our Domestic Economy and Foreign Affairs:
 Address by Assistant Secretary Thorp, 758.
 Philippines, Agriculture Situation in, 719.

Promotion of World Understanding Through Transport and Communications, 1241.

Property:

Austrian Restitution Laws, 669.
 Czechoslovakia To Discuss Nationalization Compensation Claims, 1133.
 France, Restitution of American-Owned Property in, 632.
 Netherlands, Procedure for Filing Property Claims, 632, 939, 1131.
 Philippines, Recovery of Property Removed by the Enemy, 675.
 Pre-1934 Philippine Bonds Delivered to U.S. for Destruction, 767.
 Procedure for Filing Claims With Office of Alien Property, 1003.
 Rumania, Nationalization of Industry in, 1218.
 Rumanian National Bank, Registration of Shares of, 668.
 Yugoslav-U.S. Joint Statement on Negotiations for Mutual Restoration of Civil Property, 1041.
 Yugoslavia, Procedure for Filing War Claims, 1219.
 Protection Abroad of Inventions Under Government-Financed Research, 1316.
 Request to Poland Concerning Gold From Portugal, 1002.
 Requirements of Reconstruction: Address by Under Secretary Acheson, 991.
 Second War Powers Act:
 The President's Message to Congress Requesting Extension, 1138.
 Statement by Under Secretary Acheson, 1173.
 Stabilization of Rate of Exchange Between U.S. and Mexico; Joint Statement by President of U.S. and President of Mexico, 937.
 Swedish Import Restrictions:
 Discussions With Sweden, 767, 939, 1311.
 Swedish Statement on, 938.
 U.S. Position on, 633.

Trade:

Agreement on ITO Charter Urged for Economic Stability: Statement by Secretary of State, 1041.
 American Interest in Proposed International Trade Organization: Statement by Acting Secretary Acheson, 721.
 Geneva Meeting of U.N. Preparatory Committee for International Conference on Trade and Employment:
 Convenes in Geneva, 763.
 Reports to Office of Public Affairs, 932, 989, 1208.
 U.S. Delegation, 660.
 Summary of Informal Hearings on Proposed Charter:
 Memorandum to Acting Secretary Acheson From Assistant Secretary Thorp, 721.
 Report on National Informal Hearings, 722.

UNRRA:

President's Letter Transmitting Tenth Quarterly Report, 1045.
 Statement by Under Secretary Acheson on Post-UNRRA Relief, 755.
 U. S. Gold Declaration, Feb. 22, 1944, 1002n.

Wool:

International Wool Study Group:
 First Meeting, 987.

CUMULATIVE TABLE OF CONTENTS

Economic Affairs—Continued

Wool—Continued

Terms of Reference Adopted and Conclusions Presented, 659.

U.S. Delegation to, 612.

Position on House Version of Legislation:

Letter From the Secretary of State to Senator Aiken, 1228.

Letter to the Secretary of State From Cordell Hull, 1229.

Letter to the Secretary of State From Henry L. Stimson, 1229.

Statement by the Secretary of State, 1228.

Position on Proposed Wool Import Duty:

Letter From Under Secretary Clayton to Representative Cooley, 1084.

Statement by Secretary of State, 1137.

The Foreign Service

American Consular Service in India To Be Augmented, 1044.

American Consulate To Open in Leningrad, 1307.

Appointment of Public Affairs Officers, 777.

Confirmations to the Diplomatic and Foreign Service, 823, 1240.

Consular Offices, 1008, 1181, 1307.

Philippine Foreign Affairs Training Program, 718.

Political Adviser, Office Moved, 1181.

Resignation of Ambassadors: Poland, Yugoslavia, 636.

World-Wide Oral Examinations for Foreign Service, 637.

General Policy

American Tradition in Today's Foreign Policy: Address by Under Secretary Acheson, 1221.

Anniversary of Pan American Day: Statement by Assistant Secretary Braden, 768.

Argentina Urges Mutual Assistance, 1177.

Burma Rehabilitation Efforts Praised: Message From the Secretary of State, 1314.

Cairo Conference of Interparliamentary Union, 1115.

China:

Assistance to China Through Private Contribution, 1313.

Authorizing Transfer of Vessels and Material for Assistance to, 821.

Marine Evacuation of 74 From Area of Chinese Communist Operations, Information on, 1178.

U.S. Military Attachés in China Returned by Communist Captors, 822.

Civic Leaders To Discuss Foreign Policy With U.S. Officials, 953.

Committee To Study Effect of Foreign Aid on Domestic Economy: Statement by President, 1297.

Common Objectives and Ideals Manifested in U.S.-Canadian Relations: Address by the President, 1210.

Concern Over Violation of Civil Liberties in Bulgaria, 1218.

Confirmations to Atomic Energy Commission, 774.

Control of Exportation and Importation of Arms, Ammunition, and Implements of War, 750.

Economic Aid to Italy: Statement by Secretary of State, 1160.

European Initiative Essential to Economic Recovery: Remarks by Secretary of State, 1159.

First American Airplane Lands in Yemen, 1136.

1322

Greece and Turkey:

American Economic Mission to Greece, Report of, 898.

Congressional Hearings:

Statement by Ambassador Porter, 842.

Statements by Acting Secretary Acheson, 835, 847.

Statements by Undersecretary Clayton, 833, 852.

Correspondence Relating to the Greco-Turkish Armistice:

Bill: Letters From Secretary of State and Ambassador Austin to Representative Eaton, 1073, 1074.

Greek Government Seeks U.S. Financial Aid:

Message to the President and the Secretary of State From the Greek Prime Minister and the Minister for Foreign Affairs, 827.

Statement by the Secretary of State, 828.

Messages From Greek Prime Minister and Leader of Parliamentary Opposition:

Statement by the President, 833.

Statement by U.S. Representative to U.N., 834.

Texts of Messages, 833.

Passage of Bill Authorizing Assistance:

Regulations for Carrying Out Act, 1070.

Statement by the President, 1070.

Text of Act, 1071.

Questions and Answers Relating to Greco-Turkish Armistice Bill, 866.

Recommendations on Greece and Turkey: Message of the President to the Congress, 829.

Security Council, Discussions in: Statements by U.S. Representative to U.N., 857, 861.

Some Aspects of Our Policy in Greece and Turkey, 997.

Total Assistance Program to Foreign Countries: Letter From Assistant Secretary Thorp to Representative Eaton, 896.

Transfer of Personnel to Missions for Greece and Turkey, Providing for, 1125.

Urgency of Action of Proposed Legislation: Message From the Secretary of State to the President Pro Tempore of the Senate, 897.

Hope for Accord on Indian Self-Government, 1249.

Hungary:

Protest of Arrest of Hungarian Smallholders Party Leader:

Note from U.S. Representative on Allied Control Commission for Hungary to Soviet Acting Chairman, 1215.

Reply From Soviet Acting Chairman, 1216.

Relations With Former Hungarian Prime Minister Nagy: Exchange of Notes Between Under Secretary Acheson and the Prime Minister, 1217.

Request for Information Relating to Hungarian Situation, 1161.

Inter-American System: A Solid Foundation for the Challenge of the Future, 769.

Legal Groups Invited to Discussion of Codification of International Law, 1007.

Letters of Credence: Greece 1302; Iraq, 719; Ireland 1316; Siam, 767.

Mexico, Visit of President, 823.

Award of Legion of Merit, 937.

Greetings by President Truman, 936.

U.S.-Mexican Friendship Reiterated, 1043.

CUMULATIVE TABLE OF CONTENTS

General Policy—Continued

negotiations Planned for Implementation of Foreign Relief Bill:
 Regulations for Carrying Out Provisions, 1125.
 Statement by Secretary of State, 1124.
 Non-Recognition of Present Nicaraguan Regime, 1177.
 One Year of the Philippine Republic, 1273.
 People's Stake in Maintaining Peace, 1230.
 Philippine Vice President and Foreign Secretary To Visit U.S., 822.
 Policy on Repatriation of Displaced Persons: Statement by Secretary of State, 1085.
 Position on Administration for Indonesia, 1314.
 Position on Resettlement of Displaced Persons: Statement by Assistant Secretary Hilldring, 1162.
 Position on a United States of Europe: Letter From Secretary of State to Senator Vandenberg, 1213.
 President Truman Visits Canada, 1166.
 Proposed Inter-American Military Cooperation: Draft of Bill, 1122.
 President's Message to Congress, 1121.
 Request for Presidential Authority To Detail Military and Naval Missions: Statement by the Secretary of State, 1175.
 S. *Martin Behrman* Incident, 720.
 Sales and Transfer of Non-Demilitarized Combat Materiel, 1140.
 Status of Jewish Displaced Persons, 1308.
 Support Urged for Approval of Anglo-American Oil Agreement, 1167.
 S. Requests Reinstatement of Credentials for Correspondent in Spain, 764, 940.
 Universal Training—A Support for Foreign Policy: Address by the President, 1294.

International Information and Cultural Affairs

Ceramics Lecturer to Honduras, 822.
 Conferences:
 American Institute for Protection of Childhood, Meeting of Council, 1157.
 Health Congress of Royal Sanitary Institute, U.S. Delegation, 1069.
 International Broadcasting Conference With American Radio Industries, 951.
 International Congress of Pediatrics (5th), Invitation to, 1114.
 International Congress on Military Medicine (11th), U.S. Delegation, 1114.
 International Red Cross Committee Meeting, 1205.
 Journées Médicales (21st session), U.S. Delegation to, 1292.
 Pan American Sanitary Conference (12th), Regional Health Programs and WHO, 809.
 Defense of American Information Program: Letter From Assistant Secretary Benton to Kent Cooper, 1251.
 Educational Exchange Program, Position on: Statement by Secretary of State, 1250.
 Moehs, Elisabeth, To Attend Institute for Protection of Childhood, 823.
 Exchange of Persons, 626, 1128, 1133.

June 29, 1947

Fellowships for Inter-American Institute of Agricultural Sciences, 1314.
 Institute of Inter-American Affairs, Proposed Continuation of:
 Accomplishments and Plans of IIAA, 1102.
 Cooperative Action Programs, 1106; Map, 1105.
 Draft of Bill, 1100.
 Letter From Secretary of State to President of Senate, 1099.
 International Broadcasting Foundation of U.S.: Proposal by the Department of State, 618.
 International Interchange and Information Act, proposed, 624.
 Merchant Marine Academy To Train Students From Other American Republics, 938.
 Mexico, Educational, Scientific and Cultural Cooperation, With, 1004.
 Reiteration of Position on Program for International Information and Educational Exchange: Letter From the Secretary of State to Representative Mundt, 1315.

Visits:

Argentine Architect, 1003.
 Bolivian Lawyer, 727.
 Cuban Chemist, 770.
 Ecuadoran Engineer, 1129.
 Haitian Educator, 1006.
 Honduran Agriculturist, 1314.

Voice of America:

Greek-Language Broadcasts, Recorded Statements by:
 Assistant Secretary Benton, 1036.
 Secretary of State, 1036.
 Senator Vandenberg, 1037.
 Program Schedules Distributed, 952.
 Radio Advisory Committee Urges Strengthening of Voice of America, 1038.
 Report of Radio Advisory Committee, 1039.
 Relay Station in Algiers To Close, 623.
 Broadcast of Final Program, 1134.
 Statement by Ambassador Bonnet, 1135.
 Statement by Assistant Secretary Benton, 1135.
 U.S.S.R. Reception of Voice: Statement by Assistant Secretary Benton, 624.

International Organizations and Conferences

Calendar of Meetings, 610, 658, 707, 744, 800, 930, 984, 1032, 1066, 1112, 1155, 1199, 1289.
 Meetings of Organizations. See Economic Affairs; International Information, etc.; United Nations.

Occupation Matters

Europe:

American Policy Concerning German Monopolies, 913.
 Appointments to Military Tribunal, 1047, 1133.
 Civilian Communication Between U.S. and British and American Zones in Germany, 671.
 Control of Coal Exports in Western Zones of Germany, 822.
 Military Control of Zone A in Venezia Giulia, 1257; Map of Trieste, 1264.
 State, War, Navy Program for Interchange of Persons, 666.

CUMULATIVE TABLE OF CONTENTS

Occupation Matters—Continued

Europe—Continued

U.S. Zone in Germany Closed to Additional Displaced Persons, 766.

Use of Occupation Currency by Four Occupying Powers: Address by Assistant Secretary Hilldring, 1304.

Japan:

Allied Trade Representatives in Japan, 611.

Apprehension, Trial, and Punishment of War Criminals in Far East, 804.

Arrangements for Commercial Banking in Japan, 718.

Destination of Japanese Exports, 1068.

Destruction or Removal of United Nations Property in Japan, 986.

Determination of Peaceful Needs of Japan, 806.

Division of Reparation Shares, 1069.

Interim Principles for Restitution of Property Confiscated in Japan From Allied Nationals, 708.

Japanese Vessels Available for Delivery to U.S., U.K., U.S.S.R., and China, 717.

Policy for Revision of Japanese Educational System, 746.

Selection of Plants for Reparations, 1201.

Sources of Japanese Imports, 1067.

Toward Formulating New Japanese Constitution:

Basic Principles for, 802.

FEC Interest in, 802.

Further Policies Relating to, 803.

Review of, 612, 804.

Transfer of Japanese Industrial Facilities to Devastated Countries, 674.

Korea:

Hope for Early Provisional Government, 1249. Jacobs, Joseph E., Appointed Political Adviser to USAF, 1178.

Joint U.S.-U.S.S.R. Commission:

Soviet Position on Resumption of, 812, 995.

To Be Reconvened, 1043.

U.S. Interpretation of Terms of Moscow Agreement, 947.

U.S. Urges Reconvening of, 716.

Procedures for Consultation With Koreans, 1247.

Recovery of Identifiable Property Removed From Allied Countries, 1161.

Publications

Agriculture in the Americas, 777.

Aid to Greece and Turkey, publication on, 639, 1001.

Department of State, 601, 1318.

Foreign Commerce Weekly, 677.

German War Documents Project: Participation of French Government, 1136.

Nazi Conspiracy and Aggression: Vol. II, 678; Vol. VIII, 1008.

Program for National Security, 1181.

Protection of Foreign Interests, 1139.

Salesroom Opened, 727, 823, 1009, 1082.

Supreme Economic Council of Allied and Associated Powers, 1919: 944.

United States and Non-Self-Governing Territories, 774.

Treaty Information

Administration of Guam, Samoa, and the Pacific Islands, 1312.

Agreement of Friendship and Commerce With Nepal, 944.

Approval Urged for Peace Treaties With Italy, Roumania, Bulgaria, and Hungary:

Letter From the President to the Secretary of State, 1075.

Letter From Under Secretary Acheson to Senator Vandenberg, 1075.

Aviation:

Air-Transport Agreements: Argentina, 938, 1003.

Canada, 775; Chile, 1044; Greece, 1166; Ireland,

1166; Syria, 948, 996; Union of South Africa, 1137.

Finland Grants Commercial Air Rights, 725.

Reciprocity Principle in Air-Transport Agreements, 1220.

Surplus Property Air-Rights Agreements, 766.

Congressional Hearings on Trade Agreements Act: Statement by Under Secretary Clayton, 627.

Consular Convention With Republic of Philippines, 1170.

Designating Public International Organizations Entitled

To Enjoy Certain Privileges, Exemptions, and Immunities, 1120.

Development of the Arab League, 963.

Map, 964.

Text of Alexandria Protocol, 966.

Text of Pact of League of Arab States, 967.

Estate Tax Convention with South Africa, 727.

Extension of Copyright Agreement With New Zealand,

948.

Great Lakes Fisheries Convention, 643.

Industrial Property Agreement With France, 725.

Inter-American Copyright Convention Enters Into Force,

953.

International Convention for Regulation of Whaling, 772.

Italy, Syria, and Lebanon Sign Articles of Agreement of

Bank and Fund, 749.

New Era Anticipated for Italy: Statement by President

Upon Ratification of Peace Treaty, 1214.

Position on Possible Revision of Agreement on Defense of

Greenland, 1130.

Proclamation of 1946 Sugar Protocol, 1132.

Program for Utilization of Aid to Greece:

Exchange of Notes Between the U.S. and Greek Governments, 1298.

Text of Agreement on Aid to Greece, 1300.

Proposed U.S.-Panama Agreement on Defense Sites in

Panama, 1003.

Protocol Amending Agreements, Conventions and Protocols

on Narcotic Drugs, 817.

Protocol for Extension of Coffee Agreement, 727.

Protocol for Regulation of Whaling—1946: 771; Supplementary,

1005.

Protocol on Establishment of Four Power Naval Commission,

Disposal of Italian Fleet, and Return by Soviet Union of

Warships on Loan, 815.

Quota Ended on Fox Furs From Canada, 678.

Regret Expressed That Yalta Commitments Remain

Unfulfilled in Hungary, Rumania, and Bulgaria:

CUMULATIVE TABLE OF CONTENTS

Treaty Information—Continued

- Statement by the President Upon Ratification of Peace Treaties, 1214.
- Declaration of St. Lawrence Seaway and Power Project to National Security:
- Letter to Secretary of State From Secretary of War, 1128.
- Statement by Secretary of State, 1126.
- Stabilization Agreement With Mexico, 1043.
- Summaries of Texts of Peace Treaties: Italy, Bulgaria, Roumania, and Hungary, 1076.
- Surplus Property Credit to Hungary Suspended, 1166.
- Tax Treaty Negotiations With Mexico, 937; New Zealand, 1046.
- Treaty of Friendship, Commerce and Navigation with China, 672.
- U.S.—French Agreement on Copyright Extension, 632.

The United Nations

- Bibliography, 929, 982, 1018, 1074, 1098, 1154, 1198, 1272.
- Citizens Asked To Refrain From Activities Hazardous to Settlement of Palestine Problem: Statement by President, 1154.
- Committee on Progressive Development of International Law and Its Codification:
- Jessup, Philip C.: Appointed U.S. Representative, 953; Statement by, 1026.
- U.S. Suggestions, 1029, 1152.
- Conferences: Chart, facing 1198.
- Confirmation to International Monetary Fund, 1250.
- Confirmations to United Nations, 823.
- Davis, Monnett B., Confirmed to Economic Commission for Europe and Far East, 1198.
- Designating U.S. Mission to U.N. and Providing for Its Direction and Administration, 798.
- Economic and Social Council:
- Accomplishments of Fourth Session of ECOSOC, 655.
- Economic Commission for Europe: Toward Beneficial Employment of Human and Material Resources: Address by Under Secretary Clayton, 977.
- Resolutions Adopted by the Economic and Social Council Relating to Narcotic Drugs, 687.
- Economic Commission for Europe, 1031.
- Address by Under Secretary Clayton, 977.
- Experts Meet at Geneva To Prepare for a World Conference on Passport and Frontier Formalities, 1201.
- Food and Agriculture Organization:
- Proposals for Amendment of FAO Constitution:
- Australian, 927.
- Executive Committee, 928.
- U.K., 927.
- U.S., 925.
- General Assembly:
- First Special Session of General Assembly of United Nations, 1013.
- Question of Palestine:
- Resolution Establishing Special Committee on Palestine, 1024.
- Resolutions Adopted by General Assembly, 1110.

Special Session of General Assembly Called:

- Cable From Secretary-General to Member Nations, 795.
- Items Requested for Agenda, 795.
- U.S. Delegation, 798.
- International Civil Aviation Organization:
- Air Traffic Committee for European-Mediterranean Region, U.S. Delegation to, 709.
- First Assembly of International Civil Aviation Organization, 1145.
- Actions Taken by Commission on Draft Agreement and on Debarment of Spain, 1025.
- Assistant Secretary Norton, statement by, 979.
- Secretary of State, statement by, 1110.
- U.S. Delegation to, 808.
- Meetings in Lima and Rio de Janeiro, U.S. Delegation to, 1293.
- International Labor Organization:
- Industrial Committee on Coal Mining, U.S. Delegation, 806.
- Industrial Committee on Inland Transport, U.S. Delegation, 982.
- Thirtieth Session of International Labor Conference, U.S. Delegation, 1110.
- International Refugee Organization:
- U.S. Delegation to Preparatory Commission, 748.
- Preparatory Committee for International Conference on Trade and Employment, 2d meeting, 989.
- Preparatory World Conference on Passports, U.S. Delegation, 748.
- Security Council:
- Establishment of Commission for Conventional Armaments, 731.
- Regulation of Armaments and Lasting Peace, 697.
- Summary Statement by Secretary-General: Matters of Which Security Council Is Seized, 657, 799.
- Trusteeship Council:
- First Session of Trusteeship Council, 1089.
- Trusteeship Agreement for Former Japanese Mandated Islands, 791.
- U.S. Trusteeship Territory for Territory of Pacific Islands, 783.
- UNESCO:
- Eisenhower, Milton, to Executive Board, 749.
- First Regional Conference of National Commission for UNESCO, 978.
- General Conference of UNESCO, Paris:
- Program in Action, 645.
- Program in Relation to U.N., 1019.
- National Commission for UNESCO Invites Additional Organizations, 978.
- Relations Between UNESCO and WHO:
- Report of First Joint Meeting of Negotiating Committees, 1022.
- UNESCO: A Proposal to History: Address by Assistant Secretary Benton, 662.
- World Health Organization:
- Third Session of Interim Commission of WHO, 971.
- U.S. Membership and Participation in WHO:
- Joint Resolution, 702.
- Memorandum From Secretary of State, 703.
- President's Letter of Transmittal, 702.

Contents

General Policy

	Page
One Year of the Philippine Republic. Article by Edward W. Mill	1273
Universal Training—A Support for Foreign Policy. By the President	1294
Committee To Study Effect of Foreign Aid on Domestic Economy. Statement by the President	1297
Program for Utilization of Aid to Greece. Exchange of Notes Between the U.S. and Greek Governments	1298
New Ambassador of Greece Presents Credentials: Text of the Remarks of Ambassador Vassili Dendramis	1302
Text of the President's Reply	1303
Status of Jewish Displaced Persons. By Rabbi Philip S. Bernstein	1308
Assistance to China Through Private Contribution. Telegram From the Secretary of State to United Service to China	1313
Burma Rehabilitation Efforts Praised. Message From the Secretary of State to the Chairman of the Burma Constituent Assembly	1314
Position on Representative Administration for Indonesia. Statement by the Secretary of State	1314
Letters of Credence: Ireland	1316

Economic Affairs

Notes Relating to Opium Policy in Burma. Final Session of the CITEJA, May 6-27, 1947	1283
U.S. To Meet With International Rubber Study Group	1292
U.S.—Swedish Import Discussions Concluded	1311
Protection Abroad of Inventions Under Government-Financed Research	1316

Occupation Matters

Military Control of Zone A in Venezia Giulia. Article by Mary E. Bradshaw	1257
Allied Military Government of Venezia Giulia: Map of Trieste	1264
Proclamation No. 1	1265
Administrative Instruction—Education, No. 4	1268

Occupation Matters—Continued

	Page
Use of Occupation Currency by Four Occupying Powers. By Assistant Secretary Hildring	1304

Treaty Information

Text of Agreement on Aid to Greece	1300
Administration of Guam, Samoa, and the Pacific Islands: Letter From the President to the Speaker of the House	1312
Report of the Secretary of State	1312

International Information and Cultural Affairs

U.S. Delegation to Twenty-First Session of Journées Médicales	1292
Honduran Agriculturist Visits U.S.	1314
Fellowships for Inter-American Institute of Agricultural Sciences	1314
Reiteration of Position on Program for International Information and Educational Exchange. Letter From the Secretary of State to Representative Mundt	1315

The United Nations

U.N. Documents: Selected Bibliography	1272
U.S. Delegation to ICAO Meetings in Lima and Rio de Janeiro	1293

Calendar of International Meetings.

	1289
--	------

The Foreign Service

American Consulate To Open in Leningrad	1307
---	------

The Congress

	1317
--	------

The Department

George C. McGhee Appointed Coordinator of Aid to Greece and Turkey	1303
John H. Hildring Resigns as Assistant Secretary of State for Occupied Areas	1307
Policy Committee on Immigration and Naturalization	1316
Policy Committee on International Copyright	1316

Publications

Department of State	1318
-------------------------------	------

Quarterly Cumulative Table of Contents

April 6—June 29, 1947	
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